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OUTDOOR RECREATION ACT OF 1963

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HEARING
BEFORE THE
COMMITTEE ON
INTERIOR AND INSULAR AFFAIRS
UNITED STATES SENATE
EIGHTY-EIGHTH CONGRESS

FIRST SESSION

ON

S. 20

A BILL TO PROMOTE THE COORDINATION AND DEVELOPMENT OF EFFECTIVE FEDERAL AND STATE PROGRAMS RELATING TO OUTDOOR RECREATION, AND FOR OTHER PURPOSES

FEBRUARY 5, 1963

Printed for the use of the Committee on Interior and Insular Affairs



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OUTDOOR RECREATION ACT OF 1963

TUESDAY, FEBRUARY 5, 1963

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The committee met, pursuant to notice, at 10:03 a.m., in room 3110, New Senate Office Building, Senator Clinton P. Anderson (chairman) presiding.

Present: Senators Anderson (chairman), Jackson, Gruening, Moss, Burdick, Metcalf, and Allott.

Also present: Stewart French, chief counsel; Benton J. Stong, professional staff member; and Jerry T. Verkler, staff director.

The CHAIRMAN. The hearing today is on S. 20, to promote the coordination and development of effective Federal and State programs relating to outdoor recreation. The bill was sent to Congress on January 11, 1963, by the Secretary of the Interior. Since it has been submitted to us by the administration, there will be no departmental reports.

Without objection, Secretary of the Interior Udall's letter of submittal of January 11 and the text of the bill will be included in the record of the hearing.

(The documents referred to follow:)

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., January 11, 1963.

HON. LYNDON B. JOHNSON,
President of the Senate,
Washington, D.C.

DEAR MR. PRESIDENT: Enclosed is a draft of proposed legislation to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.¹

We suggest that the bill be referred to the appropriate committee for consideration, and we recommend that it be enacted.

This proposed legislation is intended primarily as the organic act for the Bureau of Outdoor Recreation. Its purpose is to outline the general administrative responsibilities and functions to be exercised in the future by this Department through that Bureau. It is designed to accomplish as effectively as possible certain purposes expressed by the Outdoor Recreation Resources Review Commission in its report of January 31, 1962, to the President and to the Congress as required by the act of June 28, 1958 (72 Stat. 238).

The report of the Outdoor Recreation Resources Review Commission emphasizes the fact that the provision of adequate and diverse outdoor recreation opportunities for the American people requires carefully planned and effectively coordinated efforts by all levels of government and by private citizens and interests. Also, in the President's 1962 message to the Congress on conservation, he proposed Executive and legislative action to implement certain recommendations of the Outdoor Recreation Resources Review Commission. To this end,

¹ Subsequently S. 20.

the President issued an Executive order establishing a Cabinet-level Recreation Advisory Council.

In addition, the Bureau of Outdoor Recreation has been created as a result of the recommendations made by the Outdoor Recreation Resources Review Commission. In this connection, we wish to commend the Commission for its thorough and farsighted report which, in our judgment, will be of incalculable value to the Nation. We note that the Senate Committee on Interior and Insular Affairs, in its Report No. 1825, on S. 3117, 87th Congress, a bill that is similar in part to this proposal, stated: "Two of the Commission's major recommendations were (1) that a Bureau of Outdoor Recreation should be established in the Department of the Interior to have 'overall responsibility for leadership of a nationwide effort by coordinating the various Federal programs and assisting other levels of government to meet the demands for outdoor recreation,' and (2) that the States should play a pivotal role in making outdoor recreation opportunities available to citizens."

We are now carrying out through the Bureau of Outdoor Recreation the functions of general park, parkway, and recreation area planning and cooperation with the States and other agencies pursuant to the act of June 23, 1936 (16 U.S.C. 17k-n). We have assigned to the Bureau also certain responsibilities relating to the disposal of Federal surplus real properties to States and political subdivisions thereof for park, recreation, and historic monument purposes (sec. 203 of Federal Property and Administrative Services Act, as amended (40 U.S.C. 484)). It is responsible also for cooperation with the Housing and Home Finance Administrator with regard to the making of Federal grants for the acquisition of open space (title VII, sec. 702(e) of the Housing Act of 1961 (75 Stat. 149)).

In addition to the above functions the Bureau of Outdoor Recreation also serves in a staff or secretariat capacity to the Recreation Advisory Council established by President Kennedy in Executive Order 11017 issued on April 27, 1962, as amended by Executive Order 11069 of November 28, 1962. This Council is composed of the Secretary of the Interior, Secretary of Agriculture, Secretary of Defense, Secretary of Commerce, Secretary of Health, Education, and Welfare, and the Administrator of the Housing and Home Finance Agency. The Secretary of the Interior is at present Chairman of the Council but the chairmanship is to be rotated among the officials in the order named for terms of 2 years each. The independence of the Bureau, without regard to the department in which it may be housed, in its actions and contacts whenever it is serving in its capacity of staff or secretariat to the Council is essential for the Council to function properly and to make effective use of the Bureau. This independence is now recognized and maintained. It would be preserved and would continue upon enactment of the draft bill.

The proposed bill herewith transmitted is essentially the same as the provisions of title I of S. 3117 of the 87th Congress, which was passed by the Senate. Briefly, this proposed legislation will provide a more appropriate administrative basis for our activities in the field of outdoor recreation. The bill would authorize the Secretary of the Interior, in carrying out the purposes of the act, to prepare and maintain a continuing inventory and evaluation of all outdoor recreation needs and resources of the United States, including, to the extent practicable, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa. It provides for the preparation of a system for the classification of outdoor recreation resources as a basis for the most effective and beneficial use and management of such resources. It provides for the formulation and maintenance of a comprehensive nationwide outdoor recreation plan. Technical assistance and advice to the States, political subdivisions, and nonprofit organizations for purposes of the act would be authorized. In recognition of the key role of the States and for proper coordination, we anticipate that assistance to political subdivisions will be rendered through or in cooperation with State agencies. The Secretary would be authorized also to encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources. Research and education in this field also would be prescribed, which would be an important phase of our work. An important feature of the bill relates to interdepartmental cooperation, which we are hopeful will provide a satisfactory basis for the exchange of information and the rendering of assistance in accomplishing the purposes of the Federal Government through its several agencies relating to outdoor recreation. Lastly, the bill would authorize the acceptance and use of donations of money and other property, personal services, or facilities for purposes of the act.

In conclusion, we feel that the enactment of this bill is essential for us to carry out our responsibilities in this field. It will permit us to cooperate with and assist other Federal agencies which are similarly interested. We appreciate the considerable interest that has been shown by Members of the Congress in this matter and believe this proposal has a very high potential in terms of future public benefits in the field of outdoor recreation, which is recognized to be of tremendous but incalculable value to the Nation.

We have been advised by the Bureau of the Budget that the enactment of this proposed legislation would be in accord with the President's program.

Sincerely yours,

STEWART L. UDALL,
Secretary of the Interior.

A BILL To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes

Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled, That the Congress finds and declares that the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable, and that prompt and coordinated action is required by all levels of government and by private interests on a nationwide basis to conserve, develop and utilize such resources for the benefit and enjoyment of the American people.

SEC. 2. In order to carry out the purposes of this Act, the Secretary of the Interior is authorized, after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned, to perform the following functions and activities:

(a) INVENTORY.—Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States, including to the extent practicable the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

(b) CLASSIFICATION.—Prepare a system for classification of outdoor recreation resources to assist in the effective and beneficial use and management of such resources.

(c) NATIONWIDE PLAN.—Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States, and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and identify the desirable actions to be taken at each level of Government and by private interests. The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

(d) TECHNICAL ASSISTANCE.—Provide technical assistance and advice to and cooperate with States, political subdivisions, and nonprofit organizations with respect to outdoor recreation.

(e) REGIONAL COOPERATION.—Encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

(f) RESEARCH AND EDUCATION.—(1) Sponsor, engage in, and assist in research relating to outdoor recreation, directly or by contract or cooperative agreements, and make payments for such purposes without regard to the limitations of Section 3648 of the Revised Statutes (31 U.S.C. 529) concerning advances of funds when he considers such action in the public interest; (2) undertake studies and assemble information concerning outdoor recreation, directly or by contract or cooperative agreement, and disseminate such information without regard to the provisions of 39 U.S.C. 321n; (3) cooperate with educational institutions and others in order to assist in establishing education programs and activities and to encourage public use and benefits from outdoor recreation.

(g) INTERDEPARTMENTAL COOPERATION.—(1) Cooperate with and provide technical assistance to Federal departments and agencies and obtain from them information, data, reports, advice, and assistance that are needed and can reasonably be furnished in carrying out the purposes of this Act; (2) Promote coordination of Federal plans and activities generally relating to outdoor rec-

recreation. Any department or agency furnishing advice or assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

(h) DONATIONS.—Accept and use donations of money, property, personal services, or facilities for the purposes of this Act.

The CHAIRMAN. S. 20 is the successor to title I of S. 3117 of the 87th Congress. It authorized the Secretary of the Interior to preform certain functions and activities in regard to recreation and recreation resources through the Bureau of Outdoor Recreation which was established in the Department of the Interior on April 2 last year under the authority of Reorganization Act No. 3 of 1950.

The Secretary is prepared to maintain a continuing inventory of outdoor recreation needs and resources, to prepare a system of classification of recreation areas, maintain a nationwide recreation plan including State and local plans, provide technical assistance to States and local governments in the outdoor recreation field, sponsor recreation research and educational programs, and promote regional cooperation in the development of outdoor facilities and the coordination of the activities of various Federal agencies in the recreation field.

Title II of last year's bill included authorization of financial aid to States in developing State recreation plans. This title will appear in a conservation fund bill which is now being prepared by the Department of the Interior and is to be submitted within the next few days.

S. 20 and the conservation fund bill are designed to carry out recommendations of the Outdoor Recreation Resources Review Commission, headed by Mr. Laurance Rockefeller, which reported to us on January 31, 1962. Establishment of the Bureau of Outdoor Recreation to perform the functions authorized in S. 20 was one of the recommendations of that Commission.

The Senate last year passed without dissent S. 3117 containing the substance of S. 20, as well as the State aid program.

Without objection, there will be included in the record a statement submitted in support of S. 20 by Mr. Alfred B. LaGasse for the American Institute of Park Executives. Also, telegrams supporting the bill received from Mr. M. O. Steen, Director, Game, Forestation and Parks Commission, of the State of Nebraska, and Mr. William E. Towell of Jefferson City, Mo., on behalf of the International Association of Game, Fish, and Conservation Commissioners.

(The documents referred to follow :)

STATEMENT OF ALFRED B. LAGASSE, EXECUTIVE DIRECTOR, AMERICAN INSTITUTE OF PARK EXECUTIVES, INC.

Mr. Chairman, members of the committee, this statement represents the unified support of over 3,500 park and recreation people who make up the American Institute of Park Executives, a national professional service organization. We are charged with the responsibility of providing outdoor recreation opportunities for our respective peoples. The inadequacy of our present park and recreation areas and the pressures of future inadequacy of these areas for an expanding population and increased leisure time for this population has us disturbed. We realize the importance and urgency to do everything possible now to acquire and set aside land for the outdoor recreation enjoyment of this generation and generations to come. If we are to meet these growing needs, all levels of government must buy land to meet these needs. And our outdoor recreation program—municipal, metropolitan, county, State, and national must be coordinated to best serve our people.

Historically, most park and recreation land was donated by individual philanthropists and consisted of family property, usually large estates. These lands were accepted regardless of location and desirability. In the past, open land was available, which is no longer the case. Private philanthropic resources are dwindling and drying up. Changes in the tax structure have affected private fortunes and huge estates. Land prices have skyrocketed. With private resources cut off and the growing price increase of land, our dependence upon government at all levels in providing these outdoor recreation resources has become necessary.

One hundred years of park and recreation development in the United States has broadened the movement from the first Eastern commons and plazas to imposing park and parkway systems throughout the entire country; from the acquisition and design of one parcel of property to whole systems of park and recreation areas; and from the planning of parks for one city to planning for metropolitan and regional areas coordinating these plans with the State and the Nation. These changes have taken place concurrently with our social development. People have moved from rural areas to cities and out again; they have become exceptionally mobile; they have more money and more leisure time. With these changes, life has become more complex. Our peoples are demanding a variety of outdoor recreation areas to satisfy their many interests. These interests involve different land uses—the neighborhood playground and the sports fields for active games; the community parks for tranquility and the esthetics; the regional and State areas for camping, boating, fishing, and the like; and the national parks for interpretative experiences and educational recreation.

Planning has increased in recent years independently. An important part of Mission 66 has been the formulation of a comprehensive plan to round out the National Park System. States have made, or brought up to date, plans for their State park systems. Major cities have produced metropolitan park and recreation master plans. All of this planning has and is being done of necessity—due to the diminishing of potential outdoor recreation areas and the increased demand by our mobile population. This planning and development no longer rests with an individual community, but now depends upon the master planning and coordination of all of these programs by the cities, States, and the Nation. Because these programs inevitably overlap and concern the same areas in many instances there is a need for a comprehensive, coordinated master recreation plan for the Nation.

This bill, S. 20, provides for this coordination of programs and recreation land planning by Federal and State agencies, including the States' political subdivisions in the formulation of a comprehensive nationwide outdoor recreation plan. The ultimate goal of all of these agencies and Government authorities must be the acquisition of land, before these areas are preempted for other uses and still within reach in purchase price. We realize that this bill is not a bill to buy land, but that it does provide for systematic outdoor recreation resource planning. This planning will ultimately lead to acquisition and development according to coordinated and systematic plans at the various levels of government, before these areas are, for all practical purposes, lost. We, the members of the American Institute of Park Executives, who function at all levels of government, support this bill and urge that you recommend its passage.

LINCOLN, NEBR., February 4, 1963.

SENATE INTERIOR COMMITTEE,
Senate Office Building, Washington, D.C.:

We endorse S. 20 and recommend that it do pass.

M. O. STEEN,
Director, Game Forestation and Parks Commission, State of Nebraska.

JEFFERSON CITY, Mo., February 4, 1963.

Hon. CLINTON P. ANDERSON,
Chairman, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.:

International Association of Game, Fish and Conservation Commissioners strongly supports S. 20, organic bill for Bureau of Outdoor Recreation planning, classification, coordination, and research on the Federal level. Are necessary

first steps to meeting Government responsibilities in this important resource field. Urge favorable committee report on this legislation. Our association representing all 50 State game and fish departments. Consider implementation of new Federal outdoor recreation program high priority.

WILLIAM E. TOWELL,
*Chairman, Executive and Legislative Committee,
 International Association, Game Fish and Conservation Commissioners.*

The committee's attention is called to the fact that S. 3117 was submitted to the Governors of all the States after its introduction a year ago, and letters of support from 28 States appear in the printed hearings on that bill.

Secretary of Agriculture Orville L. Freeman, who is listed as the first witness today, has been delayed by an appointment and will appear later this morning. Secretary of the Interior Udall is out of the city, but is represented here today by Mr. Edward C. Crafts and Mr. Lawrence Stevens, the Director and Assistant Director of the Bureau of Outdoor Recreation, who will now make the opening statement.

Dr. Crafts.

STATEMENT OF EDWARD C. CRAFTS, DIRECTOR, BUREAU OF OUTDOOR RECREATION; ACCOMPANIED BY LAWRENCE STEVENS, ASSISTANT DIRECTOR, BUREAU OF OUTDOOR RECREATION

MR. CRAFTS. Thank you, Senator Anderson.

I have a prepared statement. I would like to have it appear in the record in its entirety.

I think, however, in the interests of time and to avoid repetition that I will brief the statement that I actually have.

The Secretary did ask me to express his regrets to you this morning that he was unable to be here and asked me to testify in his stead.

I have appeared before this committee many times in my capacity as Assistant Chief of Forest Service but this is the first time I have had an opportunity to appear before you in my new assignment as Director of the Bureau of Outdoor Recreation.

The hearings this morning S. 20 are the culmination of a series of events which started several years ago with the enactment of a bill to create an Outdoor Recreation Resources Review Commission. One of the several recommendations of this Commission was the establishment of the Bureau of Outdoor Recreation in the Department of the Interior.

The President endorsed this recommendation in a special message to the Congress on conservation and subsequently last April the Secretary established the Bureau by secretarial order.

In addition to the functions prescribed for the Bureau in the secretarial order, the Bureau serves in a staff or secretarial capacity to the President's Recreational Advisory Council which is composed of the heads of several of the Federal departments.

While serving in this capacity, the independence of the Bureau with regard to the department in which it is housed is recognized and maintained, and such independence would be preserved and continued upon enactment of this bill.

Last year the committee favorably considered and reported S. 3117, and this bill this year is similar in substance to title I of that bill.

S. 20 would provide basic statutory recognition by the Congress of the Bureau of Outdoor Recreation. It would in effect become the Bureau's organic act. The bill would do several things. It would authorize the Secretary of the Interior to maintain a continuing inventory of recreation needs and resources, to prepare a system of classification or zoning of recreational resources, maintain a nationwide recreation plan, provide technical assistance to and cooperate with States and nonprofit organizations, encourage interstate and regional cooperation, sponsor and conduct research, and work with educational institutions in developing information about outdoor recreation.

It is significant, I think, that the authorities that would be given in section 2 of the bill would be undertaken by the Secretary, and I quote:

After consultation with the Recreation Advisory Council and the heads of the Federal departments and agencies concerned.

The significance of the language is referred to in the letter recommending the bill to the Congress, and this would establish a close and continuing working relationship between the President's Recreation Advisory Council and the Bureau of Outdoor Recreation. The bill itself does not specifically mention the Bureau of Outdoor Recreation but the letter of transmittal makes it clear that the responsibilities and authorities provided by the bill would be carried out by the Department of the Interior through the Bureau of Outdoor Recreation.

Enactment of this bill is considered a prerequisite in some quarters to subsequent favorable consideration of the land and water conservation fund proposal. This bill has been widely discussed in the last 6 months during its formative stages with State officials and other Federal officials, a large number of conservation and recreation groups, as well as individuals.

The bill is, insofar as I know, largely noncontroversial. Its enactment would be the first step by the Congress in implementing the recommendations of the Outdoor Recreation Resources Review Commission. It would be very difficult for a small new Federal conservation organization to continue to operate indefinitely without congressional endorsement and based solely on Executive order, which is the way in which we are now functioning.

These two things, I think, sum up the basic needs for this bill.

I have tried, Mr. Chairman, to make this testimony brief because there are other groups to be heard and much of the pertinent record on this bill was built in the hearings a year ago on the earlier bill or is contained in the Secretary's transmittal letter of last January. So I think there is no need for me to belabor a repetition of these things at this time. I would be glad, if I can, to answer any questions that the committee members might have.

The CHAIRMAN. May I start with one? In the bill, under the heading "Technical Assistance," it says:

Provide technical assistance and advice to and cooperate with States, political subdivisions, and nonprofit organizations with respect to outdoor recreation.

There are a great many things here that relate to private firms and private interests. Do you see any objection to including private

firms and private interests in the areas where there might be cooperation?

Mr. CRAFTS. Senator Anderson, I think, as a matter of fact, in my personal opinion this would be an improvement of the bill. There is reference to private interests at the bottom of page 2 on line 25 and also on lines 8 and 9 on page 1, and I think this term in this subsection (d) is perhaps narrower than it should be.

The CHAIRMAN. Yes. I notice at the bottom of line 25 on page 2 the last words are "private interests." Then we go on to cooperate with these other groups and I recognize this is an administration bill and hence the limits to which you can testify in your official capacity are somewhat confined, but I appreciate your personal opinion that this might be broadened to include private interests. I think the committee would be very happy to have that done.

Mr. CRAFTS. Thank you, sir.

The CHAIRMAN. Are there questions of Mr. Crafts? Senator Gruening?

Senator GRUENING. No questions.

The CHAIRMAN. Senator Moss?

Senator MOSS. No.

The CHAIRMAN. Thank you very much.

Mr. CRAFTS. You're welcome.

The CHAIRMAN. Mr. Stevens, do you have any further statement you wish to make?

Mr. STEVENS. No, sir.

The CHAIRMAN. We are always glad to see you up here as you well know, Larry.

(The prepared statement of Mr. Crafts is as follows:)

STATEMENT OF EDWARD C. CRAFTS, DIRECTOR, BUREAU OF OUTDOOR RECREATION,
DEPARTMENT OF THE INTERIOR

Secretary Udall would like very much to be here today, but is unable to do so because of a prior commitment out of town. I am pleased to testify in his stead, and think I know quite well his feelings on matters covered by S. 20.

I have appeared before and worked with this committee many times in the past in my former capacity as Assistant Chief of the Forest Service. But this is the first time I have had the opportunity to appear before you since taking my new assignment as Director of the Bureau of Outdoor Recreation, Department of the Interior.

The hearings this morning are the result of a series of events which started in the 85th Congress with a bill, S. 846, sponsored by Senator Anderson and seven other Senators, some of whom are still members of this committee.

The enactment of that legislation resulted in the establishment of an Outdoor Recreation Resources Review Commission composed of four Members of the Senate, four Members of the House, and six other citizens appointed by the President.

The job of this Commission was to determine the outdoor recreation wants and needs of the American people, now and in the future, the outdoor recreation resources of the Nation available to satisfy those needs, and to recommend what should be done to assure meeting those needs.

After 3 years, the Commission reported to the President and the Congress on January 31, a year ago. Its recommendations numbered more than 50.

One of these, proposed establishment of a Bureau of Outdoor Recreation in the Department of the Interior. The President endorsed this recommendation a month later when he stated in his special message to the Congress on conservation that such a Bureau would be created.

Secretary Udall carried out the President's direction on April 2, 1962, by establishing the Bureau and assigning certain responsibilities in recreation resource planning, promotion of coordination among Federal agencies, education and information, and cooperative assistance to States.

In addition to its other functions, the Bureau of Outdoor Recreation serves in a staff or secretariat capacity to the President's Recreation Advisory Council, which is composed of the heads of several of the Federal departments. While serving in this capacity, the independence of the Bureau, without regard to the department in which it is located, is now recognized and maintained. Such independence should be preserved and continued upon enactment of S. 20.

Last year, this committee considered and reported favorably on a bill, S. 3117, which would have provided certain basic authorities for the Bureau and also would have authorized financial assistance to the States for outdoor recreation planning. Secretary Udall appeared before your committee in support of that bill.

That legislation passed the Senate on August 9. Hearings were held in the House, but the bill was not reported by the House committee prior to adjournment of the 87th Congress.

S. 20 is similar to title I of last year's bill, but it contains no provision for making grants to States for outdoor recreation planning. This will be included in proposed legislation relating to the establishment of a land and water conservation fund soon to be transmitted to the Congress.

S. 20 would provide basic statutory recognition by the Congress of the Bureau of Outdoor Recreation. It would in effect become the Bureau's organic act.

The bill would authorize the Secretary of the Interior to:

1. Maintain a continuing inventory of recreation needs and resources;
2. Prepare a system of classification or zoning of recreational resources;
3. Maintain a nationwide outdoor recreation plan;
4. Provide technical assistance to, and cooperate with States and non-profit organizations;
5. Encourage interstate and regional cooperation;
6. Sponsor and conduct research; and
7. Work with educational institutions in developing information about outdoor recreation.

It is significant that the authorities to be offered in section 2 could be undertaken by the Secretary "after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned." The significance of this language is referred to in the letter recommending the bill to the Congress and would establish a close and continuing working relationship between the President's Recreation Advisory Council and the Bureau of Outdoor Recreation.

The bill itself does not specifically mention the Bureau of Outdoor Recreation, but the letter of transmittal makes it clear that the responsibilities and authorities provided by the bill would be carried out by the Department of the Interior through the Bureau of Outdoor Recreation.

Enactment of this bill is considered a prerequisite by some to favorable consideration of a land and water conservation fund proposal.

This bill has been widely discussed in its formative stages during the past 6 months with State officials, other Federal officials, and a large number of conservation and recreation groups, as well as individual leaders. The bill, I believe, is largely noncontroversial.

Its enactment would be the first step by the Congress in implementing and endorsing the recommendations of the Outdoor Recreation Resources Review Commission. It would be very difficult for a small, new Federal conservation organization to continue to operate indefinitely without congressional endorsement and based solely on executive action. This I think sums up the greatest need for the bill.

I have tried to make my testimony brief because there are other groups to be heard, and much of the pertinent record on this bill was built in the hearings a year ago, or is contained in the Secretary's transmittal letter of January 11.

I appreciate the opportunity to appear and will be glad to try and answer any questions.

The CHAIRMAN. Mr. Laurance Rockefeller, honorary chairman, Citizens Committee for the Outdoor Recreation Resources Review Commission.

Mr. Rockefeller, is Carl Gustafson with you?

Mr. ROCKEFELLER. Yes.

The CHAIRMAN. Go ahead. We are glad to have you here and we pay tribute to the fine work you have done in this field.

STATEMENT OF LAURANCE S. ROCKEFELLER, HONORARY CHAIRMAN, CITIZENS COMMITTEE FOR THE OUTDOOR RECREATION RESOURCES REVIEW COMMISSION REPORT; ACCOMPANIED BY CARL O. GUSTAFSON, ASSISTANT TO THE CHAIRMAN, OUTDOOR RECREATION RESOURCES REVIEW COMMISSION

Mr. ROCKEFELLER. My name is Laurance S. Rockefeller. For 3 years I served as chairman of the Outdoor Recreation Review Commission.

I would like to pause for a moment to say that I think your leadership throughout the entire life of the Commission, so ably backed by Senator Jackson, Senator Miller, and the late Senator Dworshak, was a constant source of strength and inspiration. On behalf of those who served with me, I wish again to express our enduring thanks and appreciation.

In its final report, the Commission recommended that a Bureau of Outdoor Recreation be established and that it be given a mandate by Congress to strengthen and unify the outdoor recreation programs of the Federal Government, and to stimulate State and local governments. This bill would give such a mandate and I am happy to appear in support of it.

Through S. 20 the Bureau can help the Government make much more effective the existing programs of the more than 20 Federal agencies whose activities affect outdoor recreation. This is important in itself; it is also the best possible groundwork for whatever new programs you may wish to assign to the Bureau.

Much, of course, has already been done. Administratively, the Bureau has been set up as a going concern, and in the person of Director Ed Crafts, it has been given excellent leadership. There has been, furthermore, a notable spirit of cooperation shown by the various agencies; I think it is significant that both Secretary Freeman and Secretary Udall have urged that the Bureau be able to act independently of the Department of the Interior in serving directly as the staff for the Recreation Advisory Council. This evident desire to give the Bureau real support augurs very well for the future.

To be truly effective, however, the Bureau needs the express authorization of Congress. S. 20 gives such authorization, and in doing so it embodies virtually all of the functions that the Outdoor Recreation Resources Review Commission recommended be given to the Bureau.

I have only one suggestion. The bill presently authorizes the Bureau to extend technical assistance only to those private groups which are nonprofit. The Commission felt that the entire private sector is of critical importance and that a small expenditure of time on the part of the Bureau to stimulate better private recreation activities could be very much in the public interest. Such assistance is a major part of the new program being conducted by the Department of Agriculture. The Bureau should be able to render such assistance, too. I would suggest that the committee consider changing the term "non-profit organizations" to "private organizations" and thereby give the Bureau the necessary authority.

In closing, let me call attention to the date; it is only a little over a year ago that the Commission submitted its report. The fact that

the first piece of business of this committee is legislation so responsive to the goals of the Commission's report is most gratifying.

Thank you, sir.

The CHAIRMAN. I want to assure Mr. Rockefeller I hadn't read your testimony in advance. I am glad to find you make the same suggestion that occurred to us, and I appreciate it.

Mr. ROCKEFELLER. Thank you, sir.

The CHAIRMAN. Haven't you got some other title now, too? Aren't you chairman of the State Advisory Committee on Parks in the State of New York?

Mr. ROCKEFELLER. State council of parks.

The CHAIRMAN. I think that is a fine thing for the State of New York, a fine thing for the country. I do want to say to this group that Mr. Rockefeller has been of tremendous assistance to the committee. I am sure he will be to the Bureau and I think to the country in the very fine work he has done on recreation resources in the work of the Outdoor Recreation Resources Commission. It was my fortunate lot to be the sponsor of the bill in the Senate which finally was adopted by the Congress and no one could have been more pleased than I with the very wonderful work that Mr. Rockefeller did and the great help we had from him all through our work.

Are there any questions of Mr. Rockefeller?

Carl, do you have anything you want to say in your own defense?

Mr. GUSTAFSON. I don't think there is a thing I can add to what Mr. Rockefeller said and what you have said.

The CHAIRMAN. Thank you very much, Mr. Rockefeller, and we do intend to go ahead with it. I am glad you pointed out that we are getting at it early.

Earlier I stated the situation as far as the rules situation of the Senate is concerned, but I am sure they aren't going to prevent us from going on to some fine work.

Thank you.

Mr. ROCKEFELLER. Thank you, sir.

The CHAIRMAN. Mr. Stevens?

We are happy to have you here, Mr. Stevens.

STATEMENT OF JAMES S. STEVENS, ASSOCIATE DIRECTOR, NORTH CAROLINA RECREATION COMMISSION

Mr. STEVENS. Thank you, Senator.

Mr. Chairman and members of the committee, I am James S. Stevens, Jr., associate director of the North Carolina Recreation Commission, which represents a State recreation service agency with 18 years of experience functioning along similar lines as proposed in Senate bill 20.

With your permission, Mr. Chairman, I would like to have a statement addressed to you and your committee by the director of the North Carolina Recreation Commission, Mr. Ralph J. Andrews, supporting Senate bill 20, made a part of this record.

The CHAIRMAN. Without objection, it will be included in the record at the conclusion of your statement.

Mr. STEVENS. Thank you, sir.

The Honorable Terry Sanford, Governor of North Carolina, has designated the North Carolina Commission as the agency through which the North Carolina attitude will be reflected and through which, if Senate bill 20 is approved, its provisions will be implemented.

The statutory authority creating the North Carolina Recreation Commission in 1945 says as one of its duties, and may I quote, please:

To cooperate with State and Federal agencies, recreation advisory committees, private membership groups, commercial recreation interests, and with individuals in their recreation concerns.

That is the end of the quote.

I would like to point out, Mr. Chairman, that this points to the statement of Mr. Laurance Rockefeller in reply to a question by yourself concerning the private interests phase of this bill. In the opening statement of Senate bill 20, and in section 2, paragraph (c), the term "private interests" as you pointed out already, appears. This also appears in section 2, paragraph (d).

We would strongly recommend, being a State agency which serves public, private, and commercial recreation, that the term "private interests" be included in section 2, paragraph (d) of this bill.

Since the North Carolina Recreation Commission has had this advisory consultation service functioning at the first State legislatively created recreation agency, we would like to go on record as stating that State recreation service agencies similar to the one that would be created within the Federal Government and now exists under the very able leadership of Mr. Ed Crafts, of the Bureau of Outdoor Recreation, we at the State level see through actual experience the need for this bill and the inclusion of technical service and the various duties and responsibilities as included in the bill which would include all phases of recreation, and we see no conflict whatsoever in working with the private interests because we have Federal agencies already working with the conservation of farmlands, as we have had it in our State, and on open space. Those recreation complexes as we call them are operated for profit. That in no way obstructs to the development of public, private, and commercial recreation interests, one alongside the other.

And so therefore, we of the State level have already experienced the working relationship with this and find it very wholesome.

Therefore, we urge the Congress, the 88th Congress, in its 1st session to enact this bill at its earliest possible moment and thereby support all provisions in Senate bill 20.

Thank you.

The CHAIRMAN. Thank you very much.

You mentioned something that is sort of a collateral issue to some of us, but you mentioned open spaces. Have you been trying to cooperate with the bill which was passed on the open areas adjacent to cities, and so forth?

Mr. STEVENS. Yes, sir.

The CHAIRMAN. Good for you.

Mr. STEVENS. We have about five cities that are in the process or have introduced applications and we already have one regional area initiated by a city on a regional basis.

The CHAIRMAN. Good for you.

Mr. STEVENS. Thank you, sir.

The CHAIRMAN. When that bill was introduced, many people said it would apply only to the area from Boston down to about Newport News and the metropolitan area especially along the Atlantic coast, that it was important to do this for this area. Many of us said we thought the bill of Senator Williams was a fine bill and should extend much further than that, that it would be of much use around the country. I am happy to have your testimony that that is the case.

Mr. STEVENS. We are below that Virginia line and we are applying for it and using it.

The CHAIRMAN. That is fine.

Any questions?

Senator JACKSON. No questions.

The CHAIRMAN. Thank you very much.

Mr. STEVENS. Thank you.

(The statement of Ralph J. Andrews, presented by Mr. Stevens, is as follows:)

STATEMENT OF RALPH J. ANDREWS, DIRECTOR, NORTH CAROLINA RECREATION COMMISSION

I am Ralph J. Andrews, director of the North Carolina Recreation Commission, which is our State's official recreation advisory service. This agency, by statute, recognizes a service triangle whose sides are public, private, and commercial recreation. In the 18 years of its existence, the first such State-level service in America, it has acquired a grassroots, living-level concept of the service needs and wishes of its people.

Having, also, participated in the annual programs and conferences of the leading recreation service and professional groups, the North Carolina Recreation Commission has become aware of certain national concepts as to needs and wishes of professional and lay personnel of this whole country. In the most recent White House conferences, both for youth and for the aging, these same concepts as to the recreation needs and wishes of our people were clearly expressed.

One of these basic, expressed, needs is for a central, Federal, coordinative service for recreation. The present legislative proposal as to a Bureau of Outdoor Recreation serves this need. That is supported by the fine Outdoor Recreation Resources Review Commission report, by the White House conferences, and by the concentration of local and national knowledge which has been brought together in the North Carolina Recreation Commission.

We express our sincere belief, therefore, that favorable action, in regard to the formation of the Bureau of Outdoor Recreation, is fully indicated as these responsibilities are defined in S. 20.

The CHAIRMAN. In the audience is former Senator Watkins, a member of this committee, and a valued member, and a former member of the original Commission and a valued member.

Senator Watkins, if you have any comments, we would be glad to receive them. We are glad to see you here and glad to have your presence here.

STATEMENT OF HON. ARTHUR V. WATKINS, FORMER U.S. SENATOR FROM THE STATE OF UTAH

Mr. WATKINS. Thank you very much, Mr. Chairman.

As I stated, I do not have a statement. I didn't intend to appear before the committee on this bill because I didn't know the committee was even meeting this morning. I was trying to run down the incoming chairman of the committee, Senator Jackson.

I do want to say that I enjoyed my work on the Commission even though it was for a very brief time and I was very happy indeed to have been associated with other members of this committee in sponsoring the original legislation which brought about this Commission, and I had an opportunity for about a month and a half to serve with the Commission. During that time I came to have a great affection for its chairman, Mr. Rockefeller, and other members of the Commission.

And, incidentally, over the years since that time, I have received on an average about once every 3 months a voluminous report from the committee. I have tried to keep up with them and I would say today from what I have heard and what I read in the reports, whatever you have got in this bill, I think I am for it.

Thank you very much.

The CHAIRMAN. Thank you very much, Senator Watkins.

The next witness is Mr. Joseph Penfold of the Izaak Walton League.

**STATEMENT OF JOSEPH PENFOLD, CONSERVATION DIRECTOR,
IZAAC WALTON LEAGUE OF THE U.S.A.**

Mr. PENFOLD. Mr. Chairman, I have a brief statement. I can brief it still further.

The CHAIRMAN. All right, go ahead.

Mr. PENFOLD. The Izaak Walton League, of course, considers it a privilege to appear in support of S. 20. We commend the chairman and sponsors of the bill on the committee for giving the legislation priority for consideration. In our opinion, S. 20 is the next basic legislative step following Public Law 470 of the 85th Congress which established the Outdoor Recreation Commission and receipt by Congress of the report developed by that Commission.

It provides the solid foundation on which later programs can be built.

Moreover, it is essential to assure maximum effectiveness for existing Federal programs, irrespective of the future steps.

Because the legislation is so important, we risk the charge of nit-picking and offer a few minor suggestions. To add the words "availability and accessibility" in section 1 because as far as the individual recreation is concerned, availability and accessibility are almost as important as the actual existence of the recreation resource itself.

Also, in section 1 we would like to add a clause "for the physical, spiritual, cultural, recreational, and scientific benefits which such outdoor recreation resources provide."

While this may sound corny, we don't believe Congress will go wrong in stating forthrightly the values to people which are the basic purposes of the legislation. Congress did so state these values in Public Law 470 and they provide a core of meaning throughout the studies and deliberations of the Outdoor Recreation Commission. We are happy to note that the committee has already seen the possibility of improvement in language in section 2. We would like to see the words "nonprofit organizations" struck out, substituting the words "private interests."

In our opinion, any organization, corporation, society, or individual may be able to contribute more meaningfully to the full objectives

of this national effort if given the necessary assistance, advice, and cooperation at the right time. We would like to reemphasize the importance of research and education and certainly the greater coordination of all facets of the Federal efforts such as S. 20 would direct.

In conclusion, we would like to stress once again that the legislation is a basic step toward what we feel will assure our common goal, a more beautiful, productive, accessible, and usable outdoor America.

Thank you for this privilege.

The CHAIRMAN. Senator Jackson?

Senator JACKSON. No questions.

The CHAIRMAN. Senator Allott?

Senator ALLOTT. No.

The CHAIRMAN. Thank you very much, Joe. We are all glad to see you back in good health.

Mr. PENFOLD. Thank you, sir.

(The prepared statement of Mr. Penfold is as follows:)

STATEMENT OF THE IZAAK WALTON LEAGUE OF AMERICA, J. W. PENFOLD,
CONSERVATION DIRECTOR

Mr. Chairman, the Izaak Walton League of America is a national membership organization of citizens dedicated to the wise management and use of the Nation's soil, woods, waters, wildlife, and related resources including outdoor recreation. It is a privilege to appear in support of S. 20, a bill to promote the coordination and development of effective Federal and State programs in the field of outdoor recreation. We commend the sponsors of the bill and also this committee for giving the legislation priority for consideration.

The bill would implement major recommendations of the Outdoor Recreation Resources Review Commission, would declare a national outdoor recreation policy, would provide to the Secretary of Interior authorities necessary to the optimum functioning of the Bureau of Outdoor Recreation, recognizes the Recreation Advisory Council as the effective instrument for achieving coordination among the numerous Federal departments and agencies concerned with outdoor recreation and provides directives under which national goals in this field can be attained.

In our opinion, S. 20 is the next basic legislative step after Public Law 470 of the 85th Congress, which established ORRRC, and receipt by Congress of the report developed by that Commission. For this reason we are pleased that it can be considered solely on its own merits, uncomplicated by other legislation which will likely follow dealing with more specific programs of the direct action type. S. 20 is basic and necessary and will provide to solid foundation on which later programs can be built. Moreover, it is essential to assure maximum effectiveness of existing Federal programs, irrespective of future steps.

Because the legislation is so important, we risk the charge of "nit-picking" and offer a few minor suggestions. To section 1, line 5, add the words "availability and accessibility" so the phrase will read "* * * shall be assured the availability and accessibility of such quantity and quality * * * etc." Availability and accessibility are just about as important as far as the individual recreationist is concerned as is the actual existence of the recreation resource.

To section 1, line 7, following the word "desirable" add the clause "* * * for the physical, spiritual, cultural, recreational, and scientific benefits which such outdoor recreation resources provide; * * * " While this may sound "corny," we don't believe Congress will go wrong in stating forthrightly the values to people which are the basic purposes of the legislation. Congress did so state these values in Public Law 470, and they did provide a core of meaning throughout the studies and deliberations of the ORRR Commission.

We are happy to see that section 1 recognizes the importance of the role which the private sector should play in this nationwide effort. In that connection, however, we suggest that in section 2, subsection (d) (p. 3, line 10) the words "non-profit organizations" be struck out substituting the words "private interests." Any organization, corporation, society, or individual may be able to contribute more meaningfully to the full objectives of this national effort if given the necessary assistance, advice, and cooperation at the right time.

We reemphasize the importance of research and education in the outdoor recreation effort of the Federal Government, and reemphasize that greater coordination of all facets of the Federal effort, as S. 20 would direct, must be achieved and will have far-reaching, productive results, even if no other program steps are taken for a long time.

In conclusion, we would like to stress once again that the legislation is a basic step toward what we feel sure is our common goal, a more beautiful, productive, accessible, and usable outdoor America.

Thank you for this privilege.

The CHAIRMAN. Mr. Rule?

STATEMENT OF GORDON RULE, MOTOR BOAT ASSOCIATION

Mr. RULE. Good morning, Mr. Chairman, members of the committee. Mr. Stong said I could testify without a statement if I took less than 2 minutes.

Mr. Chairman, my name is Gordon Rule and I represent the National Association of Engine & Boat Manufacturers. This is an organization formed in 1904 and has 421 member companies in the United States which manufacture and build all types of pleasure boats, engines, and accessories that go into or on boats.

Mr. Chairman, we testified in favor of S. 3117 in the last Congress and S. 20 before the committee today is substantially the same as title I of that bill. Our interest in the bill, of course, is that on page 34 of the ORRRC report there are 24 categories of outdoor enjoyment in which the people of the United States participate, and boating is No. 11 of those 24. Therefore, we do have an interest and we are very much in favor of this bill, Mr. Chairman, to give the Bureau of Outdoor Recreation, headed by the very able Mr. Crafts, statutory authority.

This bill follows the recommendations of the ORRRC report. We are in favor of the ORRRC report and we wish the committee would take action on the bill as soon as practical.

The CHAIRMAN. Thank you. Would you not say that motorboating and water sports of this Nation is one of the fastest growing activities of recreation? I don't know what it is in the rest of the country, but it sure is in my part of the country.

Mr. RULE. Frankly, Mr. Chairman, I don't know the answer to that question because the peak in the boating industry I know was 1959. It has been going downhill somewhat since. There is a variety of reasons for this. There has been a big secondhand market come into effect for the first time in boats. There was a secondhand market that came into play in outboard engines. The Motorboat Show was last month in New York. Orders taken at that show were the highest that were ever taken, some \$34 million, which was a good sign. So I hope you are right.

The CHAIRMAN. All I know is I read an item just a few days ago as I was introducing a bill for a constant pool at Cochiti Dam, that Arizona had the highest per capita ownership of motorboats in the Nation. That is a State that for a long time was regarded as close to desert, and I know that in my own State of New Mexico, on highways there very frequently shows up a long line of motorboats and everybody seems to enjoy them tremendously. I am only trying to say I think it is very proper for the Motor Boat Association to testify in this matter.

Mr. RULE. I wish the other 49 States would hear that about Arizona and start competing with them.

The **CHAIRMAN.** I don't know it to be true. We have so many arguments with Arizona and California on water that I suspect anything, but nonetheless, I do think it was probably an accurate report. Thank you very much.

Mr. RULE. Thank you.

The **CHAIRMAN.** Mr. Kimball.

STATEMENT OF THOMAS L. KIMBALL, EXECUTIVE DIRECTOR, NATIONAL WILDLIFE FEDERATION

Mr. KIMBALL. Mr. Chairman, I have a statement I wish submitted for the record but I can brief it in the interest of time.

The National Wildlife Federation has long supported in principle providing outdoor recreation opportunities for the general public as a true and proper function of government. The federation also recognizes that the expanding human population is making ever-increasing demands upon natural resources.

Our organization believes that all types of varied outdoor recreation essential to the health and well-being of the populace must be provided for even in the face of competing demands. As the Outdoor Recreation Review Commission pointed out so ably, adequate and suitable public recreational opportunities can be assured only through coordinated and cooperative long-range planning. This, as we envision it, would be the function and responsibility of the Bureau of Outdoor Recreation, Department of the Interior.

For efficiency there has to be some agency with the basic responsibility of coordinating and planning outdoor recreation among the many Federal agencies which are concerned and between them and the appropriate agencies on regional, State and local levels. This function is provided for in S. 20.

The major function of maintaining an inventory of outdoor recreation needs and resources, classifying them, and of maintaining a comprehensive national outdoor recreation plan and of providing technical assistance to State and local governments and private groups are proper functions and need to be authorized by the Congress. Activities such as encouraging interstate and regional cooperation, sponsoring and engaging in recreation research and education, and promoting cooperation and coordination among Federal agencies, also should be approved by an organic act.

This proposal, Mr. Chairman, appears to be the foundation upon which the sorely needed outdoor recreation program can be constructed and we urge its early approval.

Thank you for the opportunity of appearing.

The **CHAIRMAN.** Thank you very much, and thank you for keeping it brief. We do want your support. We are happy to have your statement on it.

Are there questions?

(The prepared statement of Mr. Kimball is as follows:)

STATEMENT OF THOMAS L. KIMBALL, EXECUTIVE DIRECTOR, NATIONAL WILDLIFE FEDERATION

Mr. Chairman, I am Thomas L. Kimball, executive director of the National Wildlife Federation, with headquarters here in Washington, D.C. I should like

to make a few brief comments here today with relation to S. 20, "to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes."

The National Wildlife Federation is a private conservation organization dedicated to the attainment of conservation goals and objectives through educational means. All States and the District of Columbia are represented among the 51 independent affiliates of the National Wildlife Federation. These affiliates are composed of local groups and individuals who, together with other supporters of the National Wildlife Federation, number an estimated 2 million persons.

The National Wildlife Federation long has supported the principle that providing outdoor recreational opportunities for the general public is a true and proper function of government. The federation also recognizes that an expanding human population is making ever-increasing demands upon natural resources. Our organization believes that all types of varied public outdoor recreation, essential to the health and well-being of the populace, must be provided for even in the face of competing demands. As the Outdoor Recreation Resources Review Commission pointed out so ably, adequate and suitable public recreational opportunities can be assured only through coordinated and cooperative long-range planning. This, as we envision it, would be the function and responsibility of the Bureau of Outdoor Recreation, Department of the Interior.

For efficiency, there has to be some agency with the basic responsibility of coordinating and planning outdoor recreation among the many Federal agencies which are concerned, and between them and the appropriate agencies on regional, State, and local levels. This function is provided for in S. 20.

The major functions of maintaining an inventory of outdoor recreation needs and resources and classifying them, and of maintaining a comprehensive national outdoor recreation plan, and of providing technical assistance to State and local governments and private groups are proper functions and need to be authorized by the Congress. Activities such as encouraging interstate and regional cooperation, sponsoring and engaging in recreation research and education, and promoting cooperation and coordination among Federal agencies also should be approved through an Organic Act.

This proposal, Mr. Chairman, appears to be the foundation upon which a sorely needed outdoor recreation program can be constructed. We urge its early approval.

Thank you for the opportunity of appearing.

The CHAIRMAN. Mr. Pomeroy.

We are glad to have you back. We have had you many, many times before this committee.

Mr. POMEROY. We are glad to see you in such good health today.

The CHAIRMAN. Temporarily.

STATEMENT OF KENNETH B. POMEROY, CHIEF FORESTER, THE AMERICAN FORESTRY ASSOCIATION

Mr. POMEROY. Mr. Chairman, gentlemen, I would like to submit this brief statement for the record and merely to assure you that the American Forestry Association endorses your proposal wholeheartedly.

The CHAIRMAN. Thank you. The statement will be included in full in the record, and if you have additional things, you may submit them, because we are very happy to have the support of the American Forestry Association on this.

(The prepared statement of Mr. Pomeroy follows:)

STATEMENT OF KENNETH B. POMEROY, CHIEF FORESTER, AMERICAN FORESTRY ASSOCIATION

Mr. Chairman, I am Kenneth B. Pomeroy, chief forester of the American Forestry Association. The members of this organization believe that forest and range lands should be administered in ways that will contribute the greatest benefit to the national economy and to the health and spiritual well-being of all citizens.

We recognize outdoor recreation as one of the primary uses of forest and related lands. This activity, if properly administered, can be beneficial in many ways.

The realization of maximum benefits from outdoor recreation is dependent, however, upon comprehensive, coordinated nationwide planning. Such a program will become possible under the organic act for the Bureau of Outdoor Recreation.

Therefore, the American Forestry Association recommends enactment of Senate bill S. 20.

The CHAIRMAN. Mr. Nadel.

**STATEMENT OF MICHAEL NADEL, ASSISTANT DIRECTOR,
WILDERNESS SOCIETY**

Mr. NADEL. I am Michael Nadel, assistant director, Wilderness Society. We are pleased to be here in cooperation with our conservation colleagues in support of the principles reflected by S. 20 which would provide for the coordination and development of effective Federal and State programs relating to outdoor recreation.

We in the Wilderness Society have as our most particular concern the concept of the perpetuation of wilderness areas as nature's ultimate opportunity for the liberation of mind and body, and this embraces recreative aspects which include scientific and educational values as well. Indeed, there is a national concern expressed by the public and by political and social leaders for the perpetuation of these roadless, unspoiled areas.

We appreciate wilderness as one of a diversity of outdoor recreative resources, which yield physical, spiritual, cultural, recreational, and scientific benefits. Our need is for outdoor recreation resources in all sections of the community—urban, rural, and the wild—and all degrees in between.

Our need is for parks, primitive areas, nature reserves, for historic and cultural sites, for high-density recreation areas, and for general outdoor recreation areas. Our outdoor recreation reserve should include prairie, marsh, mountain, meadow, and seashore. It should include lakes, and clear fresh streams, and riverways.

Our problem is one of containing and adding to our outdoor recreational resources to meet present needs and the irresistible needs of advancing population. Our problem is to control undirected development which can destroy and seriously limit our potential of outdoor recreational resources.

In our complex society, fast transit, and arm-to-arm communication, it will take coordination and planning on an imaginative scale, using Federal, State, and private resources to provide for our diverse outdoor recreational needs for the present and for the future.

For these reasons, the Wilderness Society supports S. 20 as an instrument of great possibilities, especially with consideration to broad policies in planning which will give practical weight to qualitative as well as quantitative values.

Thank you.

The CHAIRMAN. Thank you for that statement, Mr. Nadel.

Are there any questions?

Thank you for your statement of support.

Mr. Stroud.

**STATEMENT OF RICHARD H. STROUD, EXECUTIVE VICE PRESIDENT,
SPORT FISHING INSTITUTE**

Mr. STROUD. Mr. Chairman, I am Richard H. Stroud, executive vice president, Sport Fishing Institute, here in Washington. In view of the very fine testimony that has already been presented to the committee, especially that of Mr. Rockefeller with which we agree completely, I believe that I can shortcut this very brief statement even further in the interests of your time and that of the other members of the committee.

I would like to say first of all that the institute feels privileged to be able to appear before your committee and express its support of bill S. 20 being considered here. I think that there are two chief areas of significance of the bill, as far as we are concerned, that I would like to highlight.

First, as we see it, S. 20 is significant because it would provide a specific charter for the operations and activities of the Bureau and provide the needed congressional recognition as well.

Secondly, we believe that it takes a long step forward in the direction of interagency coordination by establishing the Bureau as an agent of the Interdepartmental Recreation Advisory Council rather than of the Department in which it is housed for purposes of house-keeping. It seems to me that this from the outset is one of the "\$64,000 questions," so to speak, and we are pleased to see its development and urge that the committee does pass this legislation.

I can't leave here without giving in to a temptation prompted by Mr. Rule's observation that boating ranked 11th among the 24 outdoor recreational pursuits. I would like to note in passing that fishing ranks fifth.

Thank you very much.

The CHAIRMAN. We are moving up the ladder.

Mr. STROUD. Yes.

The CHAIRMAN. Fine. I don't think you have to convince this committee that fishing is a very important part of recreation.

Mr. STROUD. Thank you.

The CHAIRMAN. Any questions?

Thank you very much, Mr. Stroud.

(The prepared statement of Mr. Stroud is as follows:)

**STATEMENT OF RICHARD H. STROUD, EXECUTIVE VICE PRESIDENT, SPORT FISHING
INSTITUTE**

Mr. Chairman, I am Richard H. Stroud, executive vice president, Sport Fishing Institute, Washington, D.C. I am pleased to have this opportunity to express the institute's views on S. 20, a bill to promote the coordination and development of effective Federal and State programs relating to outdoor recreation and for other purposes. We concur in and support the program set forth in the specifics of the bill and urge its early enactment into law.

My organization has, from the outset, supported the concept that gave rise to the now-terminated bipartisan Presidential Commission which was created by the Congress to review the Nation's outdoor recreation resources, both as to present adequacy and availability and as to future needs. We have cooperated closely with the Commission as consultants to the study team which studied recreational fishing—among the "top five" outdoor recreational pursuits, exceeded in frequency of participation only by pleasure driving, walking, picnicking, and swimming. Following publication of Commission findings, the institute has devoted much further effort and expense to analysis, summary, and dissemination of many of these findings to the American public.

We applaud Interior Secretary Stewart Udall's forthright executive action on April 12, 1962, in establishing the fledgling new Bureau of Outdoor Recreation in his Department using the reorganization authority conferred by the 82d Congress in 1950. Creation of such a Bureau was a key recommendation by the Outdoor Recreation Resources Review Commission in its January 31, 1962, report to the President and to the Congress. In recommending a new bureau for outdoor recreation, the ORRRC—a blue-ribbon commission composed of outstanding conservationists and members of Congress—observed:

"There are now more than 20 Federal agencies with programs involving some aspects of outdoor recreation. A similar multiplicity is found among State agencies. While the programs of these agencies are generally well planned in themselves, little thought is given to the overall development of outdoor recreation throughout the Nation.

"There is at present no focal point for coordination of recreation policy, planning, programs, or management. Overall responsibility for initiating and guiding a national effort in outdoor recreation has never been explicitly assigned. * * * After consideration of all possibilities, the recommendation for a new bureau in the Department of the Interior is made as the most likely to be accepted."

Besides administering some current State cooperative services authorized under 1936 legislation—and perhaps a proposed State assistance program on which legislation will soon be submitted, under provision of S. 20 the new Bureau of Outdoor Recreation would assist the Secretary in carrying out his Federal outdoor recreation coordination responsibilities, provide technical assistance, sponsor and conduct recreation research, conduct recreation resource surveys, devise a classification system, develop a nationwide recreation plan, and disseminate outdoor recreation information.

How to achieve effective coordination of a multiplicity of Federal and State agencies, having various degrees of responsibility for programs affecting outdoor recreational resources, has loomed as "the \$64,000 question" as it were. As we view the significance of S. 20, its adoption would accomplish two very significant purposes. First, it would provide a specific charter for the activities of the Bureau of Outdoor Recreation, and provide needed congressional recognition and endorsement. It would preclude the possibility that some future Secretary of Interior could arbitrarily wipe out the Federal recreational function. Second, it takes a long step in the direction of interagency coordination by establishing the Bureau as an agent of the proposed interdepartmental Recreation Advisory Council rather than as an agent only of the department in which it is located for housekeeping purposes.

Mr. Chairman, we urge the adoption of this legislation.

The CHAIRMAN. Mr. Thacker.

STATEMENT OF EDWARD H. THACKER, AMERICAN RECREATION SOCIETY

Mr. THACKER. Thank you, Mr. Chairman.

I am Edward H. Thacker, president-elect of the American Recreation Society, representing over 4,000 recreation administrators, supervisors, and leaders in public and private recreation agencies and institutions across the Nation.

The CHAIRMAN. Where do you come from, Mr. Thacker? You don't tell us here.

Mr. THACKER. I am a Washingtonian.

Our society is deeply concerned with all elements of recreation and leisure living and was most gratified with the report of the Outdoor Recreation Resources Review Commission which is the basis for the bill under consideration today.

In its first year of existence the Bureau of Outdoor Recreation has already demonstrated its enthusiasm and capability for the tasks before it. We commend Dr. Crafts and his staff for their efficient and aggressive approach to the problems and solutions relating to outdoor recreation. We favor their present programs and support

these new responsibilities. These added duties are mandatory if the Bureau is to accomplish its goals and thereby implement the objectives of the Outdoor Recreation Resources Review Commission.

Americans are mobile. They seek a release from the confines of urban living. They go south in the winter and north in the summer. They travel west to enjoy the grandeur of our great plains and majestic mountains. They move eastward to absorb the traditions of our Founding Fathers. There are more hunters, more fishermen, more boaters, more hikers, more picnickers than ever before. In fact, all phases of outdoor recreation have increased so rapidly that our resources are well behind the demand. All predictions are for even greater participation in the foreseeable future.

Passage of this bill will enable the Bureau of Outdoor Recreation to aid the orderly and most beneficial use and management of these resources. It will provide technical assistance when needed to the several States, political subdivisions, and nonprofit organizations. And we expand that to include all organizations. It will permit interdepartmental cooperation at the Federal level. It will stimulate research into the unknown quantities of user habits and effective management of resources. In short, through the provisions of this bill, the Bureau of Outdoor Recreation would rightly become the focal point of outdoor recreation for the Nation, a catalyst for State action, a leader for both the user and provider of recreation resources.

The American Recreation Society urges your favorable action and recommendation to the floor of the Senate.

The CHAIRMAN. Mr. Thacker, as you said—is this a new organization or an old organization?

Mr. THACKER. We are celebrating our 25th year this year.

The CHAIRMAN. I wouldn't say it was new, then.

Mr. THACKER. We are still feeling growing pains, however.

The CHAIRMAN. Thank you very much.

Mr. THACKER. Thank you.

The CHAIRMAN. At this time I would like to insert in the record, if there is no objection, a statement from C. R. Gutermuth, vice president of the Wildlife Management Institute, a longtime friend of this committee, and a statement by Dean Hardy L. Shirley of Syracuse University. I ask that those two be included in the record. Without objection that will be done.

(The documents referred to follow:)

STATEMENT OF C. R. GUTERMUTH, WILDLIFE MANAGEMENT INSTITUTE

Mr. Chairman, I am C. R. Gutermuth, vice president of the Wildlife Management Institute. The institute is one of the older national conservation organizations, and its program has been devoted to the restoration and improved management of natural resources in the broad public interest for more than 50 years.

Conservationists endorse the objectives of S. 20, introduced by the chairman of this committee and a number of his colleagues. Enactment of an organic act for the new Bureau of Outdoor Recreation is considered a logical and necessary second step toward implementing the recommendations of the Outdoor Recreation Resources Review Commission. The excellent ORRRC report recognized that the Federal Government can have a pivotal role in assisting Federal, State, and local governments, and private groups and individuals in helping to accommodate mounting national demands for outdoor recreation opportunities.

The need for a focal point for outdoor recreation thinking, planning, and action cannot be challenged. This committee and the Congress recognized that demands for outdoor recreation opportunities are accelerating rapidly and that a comprehensive survey was required to contrast those demands with available

resources and determine what might be done to assure their accommodation in coming years. In its widely praised report the ORRRC recommended the creation of a Bureau of Outdoor Recreation that would function in several essential ways so as to provide effective leadership in stimulating a balanced and coordinated national approach to outdoor recreation.

S. 20 would give the new bureau the sound foundation it must have if it is to discharge that role and to provide the services that are expected of it. Conservationists agree with the sponsors of S. 20 that this is "must" legislation that should be considered and enacted without delay. The BOR must get on with its essential job.

STATE UNIVERSITY COLLEGE OF FORESTRY,
AT SYRACUSE UNIVERSITY,
Syracuse, N.Y., January 30, 1963.

HON. CLINTON P. ANDERSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR ANDERSON: I wish to write in support of S. 20 of the 88th Congress introduced on January 14. This would provide organic legislation to support the basic functions for which the Bureau of Outdoor Recreation in the Department of Interior was created. Preparing an inventory, classifying areas, preparing a nationwide plan for outdoor recreational resources, providing technical assistance and regional cooperation with the States, supporting research and education and providing for interdepartmental cooperation constitute major tasks of the Bureau, if it is to provide Federal leadership in outdoor recreation. The program outlined in this bill appears to be well thought out and entirely in line with the objectives announced when the Bureau of Outdoor Recreation was created.

We who live in thickly populated States such as New York, appreciate fully the urge that impels city folks to seek recreation in the open countryside, the forest, by the lakeside or stream, and in the hills and mountains. We are fortunate in America that agriculture has so increased in efficiency that less and less land is required to feed our people. In New York State from 1900-1960, workers on farms have declined by one-fourth, the area in farming by one-half and yet farm output increased by one-third. Much of this land released from agriculture can be used for recreation while at the same time providing good watershed protection, forests for timber production, and useful wildlife. Other States are experiencing similar changes in land use with corresponding opportunities for increased outdoor recreation.

The overall task of developing a program properly suited to needs with appropriate distribution of effort between public and private operations and among public between State, local, and Federal agencies is a large one. I know personally Dr. Crafts, Director of the Bureau of Outdoor Recreation, and several of his executive officers. I have high regard for their competence, good judgment, and devotion to providing the people of our country one of the finest outdoor recreation systems to be found anywhere. S. 20 is a part of the legislation they need to get started on this program. We hope it will receive favorable consideration by your committee.

Sincerely yours,

HARDY L. SHIRLEY, *Dean.*

The CHAIRMAN. Dr. Jackson M. Anderson.

STATEMENT OF JACKSON M. ANDERSON, ASSISTANT EXECUTIVE SECRETARY, AMERICAN ASSOCIATION FOR HEALTH, PHYSICAL EDUCATION & RECREATION

Dr. ANDERSON. Thank you, Mr. Chairman.

Mr. Chairman and members of the committee, my name is Jackson M. Anderson and I am assistant executive secretary and national consultant in recreation and outdoor education of the American Association for Health, Physical Education & Recreation, which is a department of the National Education Association. I have held this

position for the past 9 years. For the 7 years immediately prior thereto, I was director of graduate study and research in recreation at Purdue University.

The American Association for Health, Physical Education & Recreation was organized in 1885. It has over 33,000 members and is the largest professional organization in America serving the field of recreation. Its affiliates include 19 national, 6 regional, and 52 State and territorial associations.

I appreciate this opportunity to present our views on the bill now pending before the committee. We have followed closely the work of Mr. Laurance Rockefeller and his Outdoor Recreation Resources Review Commission. The recommendations submitted to Congress by this Commission constitute a vital blueprint for action to meet the outdoor recreation needs of our citizens in the decades ahead.

The establishment of the Bureau of Outdoor Recreation in the Department of the Interior was a significant step in implementing these recommendations. The most important step now is to authorize this new Bureau to perform its logical functions and activities. These functions and activities are concisely stated in S. 20.

The preparation and maintenance of a continuing national inventory of outdoor recreation needs and facilities is essential to provide a basis for future planning. Also needed is the development of a practical system for classifying facilities and other outdoor recreation resources so that they may be used and managed most effectively. In our opinion, these functions can best be carried out by the Bureau of Outdoor Recreation.

Perhaps the most important function to be given to the new Bureau is that of preparing a comprehensive nationwide outdoor recreation plan. This long-range plan would be based on the inventory of outdoor recreation needs and resources mentioned earlier.

States, political subdivisions, and nonprofit organizations are in great need of technical assistance and advice with respect to outdoor recreation. The Bureau of Outdoor Recreation is the logical agency of the Federal Government to deal with the States in this regard. In those States where a number of State agencies have responsibilities for outdoor recreation, the Bureau could encourage interagency planning and cooperation. The Bureau also has a unique opportunity to encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

The shortage of professionally prepared personnel in outdoor recreation is critical. There is also an urgent need for research in outdoor recreation. The Bureau of Outdoor Recreation should interpret these needs and cooperate with colleges and universities in the preparation of leadership and in the conduct of significant research studies.

The sensational growth of outdoor recreation and the resultant need for outdoor resources and leadership have created an urgency for coordination and planning at the national level. Time is of the essence and since there must be immediate planning, research, and the acquisition of lands, the 20 or more Federal agencies which have a responsibility in outdoor recreation cannot proceed without coordination. The Bureau of Outdoor Recreation is in a unique position to help coordinate the efforts of these agencies. The Bureau can spearhead the national leadership in outdoor recreation and get immediate action, mak-

ing it possible to utilize the total resources of the many Federal, State, and local agencies concerned.

We urge your favorable consideration of S. 20 because we feel its provisions are essential to meeting the outdoor recreation needs of the American people now and in the years to come.

The CHAIRMAN. Thank you, Doctor. You really have got Ed Crafts working.

Dr. ANDERSON. I would be very happy to answer any questions that the committee may have.

The CHAIRMAN. I think it is a fine statement that you made.

Any questions?

Senator ALLOTT. I would like to ask one question.

The CHAIRMAN. Senator Allott.

Senator ALLOTT. I would like to ask you, Doctor, what emphasis has been placed on what research has been done with respect to recreational opportunities, outdoor opportunities, for people of advanced age? We now have a constantly increasing number of people in this country who, under various retirement plans, private, governmental, and so forth, are retired around the age of 60 to 65 who obviously have led necessity sedentary lives or semisedentary lives all their life, either behind desks or work involving a minimum of physical activity. How much thought has been given to the care of these people in our outdoor recreational future?

Dr. ANDERSON. Well, of course——

Senator ALLOTT. You ought to be able to answer this question pretty well for me.

Dr. ANDERSON. This is one of our very real needs, attention to this increasing group in our society, the older age group. Some significant studies have been done. I would like to say we have not done nearly enough. The gentleman from North Carolina, Mr. Ralph Andrews, who I believe is going to include a statement in the record, may make mention of the fine study that has been done in that particular State where a statewide study was done by the needs of this particular group as related to recreation.

I think great impetus was given to increasing research by the recent White House Conference on Aging and the subsequent committees which have been established in various organizations to follow up the findings and recommendations of this fine conference. But we certainly have a long way to go and I would hope, and I am sure that Dr. Crafts and his staff will not forget this group in the Bureau of Outdoor Recreation and their research function.

Senator ALLOTT. Well, I hope they won't. I just wanted to express at this point my particular interest in this group. It isn't because I am quite approaching this yet, but it seems to me that in the planning for the future we should not think of outdoor recreation as confined fully to our children and to those who are in an active younger time of life and middle age alone. But we also have this greatly growing group of people and in all the testimony we have had so far on all bills of this kind, there has been almost no mention—I don't say no mention, but almost no mention and very little concern shown for planning or taking care of these people, and I think that they who have contributed all their lives by taxation to our country are also deserving of consideration, that they have an opportunity to

share in a manner which they can commensurate with their age and health in outdoor recreation.

Dr. ANDERSON. I agree wholeheartedly. The feeble efforts of our own association in this regard you may be interested in. We have a national committee to follow up the findings and recommendations of the White House Conference on Aging and that committee now is in the process of circulating a questionnaire in each State through our State associations to determine the needs, the recreation needs, and what is being done to provide for these needs.

Senator ALLOTT. Doctor, I just want to tell you that I personally would be interested in anything that you turn up or develop along this line.

Dr. ANDERSON. Thank you very much.

Senator ALLOTT. That is all I have, Mr. Chairman.

Senator JACKSON (presiding). Thank you, Senator.

Any other questions?

Thank you, Dr. Anderson. We appreciate having your statement.

The next witness is Mr. Milo Christiansen.

Mr. CHRISTIANSEN. Mr. Chairman, Mr. Andrews has already inserted a statement. He is the director of the North Carolina Recreation Commission, and he has a response to make to Senator Allott's question.

Senator JACKSON. All right. If that is satisfactory to you.

Senator ALLOTT. I would be very happy to hear it.

STATEMENT OF RALPH J. ANDREWS, DIRECTOR, NORTH CAROLINA RECREATION COMMISSION

Mr. ANDREWS. I am Ralph J. Andrews, director of the North Carolina Recreation Commission. We have done research financed by insurance companies in our State on the needs for recreation for the aged. We have a great deal of data and we follow that with a good deal of action in our State.

We have a Governor's Coordinating Committee on Aging of which we are a part. We have a North Carolina Council of Senior Citizens of which we are a part. And we are working with them, for them, but just not on them. We think that together with them we are bringing about some very good things and we certainly have included them in outdoor concepts, Senator Allott.

Senator ALLOTT. Well, I am happy to hear it, because I do feel that we are too prone to think of outdoor recreation in connection with those who are still very vitally active physically.

Mr. ANDREWS. We think that—

Senator ALLOTT. And I don't think we have a right to deprive those who by working all their lives have contributed to this, of an opportunity to enjoy it also.

Mr. ANDREWS. We think there is a greater danger from the hardening of the attitudes than of a hardening of the arteries.

Senator JACKSON. Very well put.

Mr. Christiansen.

STATEMENT OF MILO F. CHRISTIANSEN, PRESIDENT, FEDERATION OF NATIONAL PROFESSIONAL ORGANIZATIONS FOR RECREATION

Mr. CHRISTIANSEN. Thank you, Mr. Chairman. Before I present my brief statement I want to take this opportunity to commend the members of this committee for their actions last year and their expressed sincerity in the evidence here today in this whole field of recreation. Those who have been in the field of recreation for a good many years, we have lacked a lot of leadership, particularly in the higher circles, and your interest has given us a good shot in the arm.

First of all, my professional job is Superintendent of Recreation for the District of Columbia. I am also the president of the Federation of National Professional Organizations for Recreation. The federation membership represents 10 major professional and service organizations related to the Recreational Department. In this sense our support of the bill to establish a Bureau of Outdoor Recreation represents a cross-section of support from thousands of lay and professional persons dedicated to promotion and extension of recreation resources and opportunities for the people of America.

Ever since the Bureau of Outdoor Recreation was established by administrative order, the federation has endorsed the principles and responsibilities assigned to it. Our federation supported S. 3117 which was approved by this committee last year and passed by the Senate in the 87th Congress.

The federation has observed closely the initial efforts of the Bureau of Outdoor Recreation. It has advised and consulted with Dr. Edward C. Crafts, the capable Director of the Bureau and his able staff. The federation sincerely believes the organizational structure and key personnel are well suited to the tasks which lie ahead.

The authority delegated to the Bureau is of necessity limited and cannot include the scope of responsibilities recommended by the report of the Outdoor Recreation Resources Review Commission. The bill before you today will permit an organizational base which will enable the Bureau to discharge the functions necessary for the growth and development of outdoor recreation resources in this country.

The creation of a Bureau of Outdoor Recreation is long overdue. It seems to me the people of America are well ahead of State and Federal Governments. They have taken advantage of existing recreation resources to such an extent that their usefulness is threatened by human erosion; that is, such heavy use that they are transformed by share hoards of people to something other than what they were. Natural areas of scenic beauty deteriorated to a clouded haven where urban dwellers hopefully get an opportunity to see trees, beautiful forests changed to picnic or trailer grounds. Those few areas still available as true wilderness are threatened with extinction as we unrelentingly force the manifestations of modern living deeper and deeper into the land.

Past experience supports the prediction of triple the number of visits to outdoor areas by the year 2000. The present habits of our population are proof of their demand for more and better outdoor recreation facilities. It is incumbent upon the executive function of our Government to take steps to meet this demand. They have done so.

It is likewise incumbent on this legislative body to authorize a program which will effectively meet this demand.

We therefore earnestly urge your careful consideration, favorable action, and approval of the provisions contained in S. 20.

Attached to my statement are listed the organizations contained in the federation.

(The organizations referred to are as follows:)

American Association for Health, Physical Education, and Recreation.

American Camping Association.

American Institute of Park Executives.

American Recreation Society.

Association of College Unions.

National Association of Social Workers.

National Conference on State Parks.

National Industrial Recreation Association.

Society of State Directors of Health, Physical Education, and Recreation.

Consultants:

National Recreation Association.

The Athletic Institute.

Senator JACKSON. Thank you, Mr. Christiansen.

Any questions?

Thank you very much.

Mr. Harold Wilm, commissioner of conservation, Albany, N.Y.

Senator JACKSON. Your name is Mr. Charles Schwan, I believe, and you will present the statement for Mr. Wilm.

Mr. SCHWAN. You are quite right, Mr. Chairman. Thank you very much. (Reading:)

**STATEMENT OF HAROLD G. WILM, CONSERVATION COMMISSIONER
OF THE STATE OF NEW YORK, AND CHAIRMAN, POLICY COMMITTEE
OF THE INTERSTATE CONFERENCE ON WATER PROBLEMS,
PRESENTED BY CHARLES SCHWAN**

Mr. Chairman, my name is Harold G. Wilm.

I am conservation commissioner of New York, but I am appearing here today in my capacity as chairman of the Policy Committee of the Interstate Conference on Water Problems.

The Interstate Conference on Water Problems is an organization of State officials connected with all phases of water resources administration. Its purpose is to serve as a medium to facilitate cooperation, consultation, and exchange of information among State officials and agencies as to the conservation, use, development, and administration of water resources, the law governing these matters, and interstate and Federal-State relationships in the field of water resources; and, to the extent feasible and desirable, to promote a consensus or harmonizing of State views.

In its relatively few years of existence the water conference has considered such subjects as strengthening State water resources agencies, Federal-State relations in water resources planning, water pollution, research and data gathering, and other subjects of major interest. Concerning recreation, as early as its second annual meeting in January 1960 the water conference adopted two resolutions. In one it asked for Federal participation in non-Federal projects, one feature of which would be recreation. In another, the water con-

ference urged that in future Federal multipurpose projects recreation features be included as an integral part of such projects to the maximum extent feasible, consistent with sound economic evaluation.

Mr. Chairman, of even more significance than these specific resolutions, in my opinion, is what I know to be the conviction of the members of the water conference that resources planning, conservation, development and use must be undertaken on a comprehensive, coordinated basis. We know that water resources administrators must consider recreation as a significant feature in overall water resources planning.

The bill before this committee, S. 20, if enacted, would assist materially in gaining for recreation its rightful place in overall resources planning. We need an inventory of outdoor recreation needs and resources. There should be a comprehensive, national plan which takes into consideration the plans of all public agencies. Such a plan should be prepared and kept up to date in consultation with State and local agencies having responsibilities in this field. Technical assistance, regional cooperation, research and education and interdepartmental cooperation, all of which are provided for in the bill, are all necessary elements in promoting the coordination and development of programs to meet our current and future recreation needs.

Mr. Chairman, we are aware that executive action has been taken to establish a focal point within the Department of the Interior for coordination of Federal planning and for relations with the States. We welcome and support the confirmation of this action by statute. I should like to conclude by saying that the Interstate Conference on Water Problems pledges its cooperation in the attainment of the objectives of the legislation.

Thank you very much, Mr. Chairman.

Senator JACKSON. Thank you for your statement.

Any questions?

Thank you very much.

Mr. Joseph Prendergast, executive director of the National Recreation Association.

STATEMENT OF JOSEPH PRENDERGAST, EXECUTIVE DIRECTOR, NATIONAL RECREATION ASSOCIATION

Mr. PRENDERGAST. Mr. Chairman, I am here to represent the National Recreation Association, the only nationwide, nonpartisan, nonsectarian, and nonprofit civic organization serving the entire field of recreation.

The association was founded in 1906 with President Theodore Roosevelt as its honorary president. It is dedicated to the service of all the people to the end that every person in America, young and old, shall have an opportunity to find the best and most satisfying use of his expanding leisure time. In pursuing this purpose, the association gives aid and counsel to citizens and citizen groups throughout the Nation who are seeking to provide better recreation opportunities—including outdoor recreation opportunities—for themselves and their children; it serves the volunteer and professional recreation leaders of the country; and it serves recreation agencies—public and private, local, State, and National.

From its beginning 56 years ago, it has encouraged communities, States, and the Federal Government to plan for outdoor recreation. It has helped community, State, and National leaders select and set aside space and develop it for the most effective use and enjoyment of all the people.

The association is supported by voluntary contributions through the gifts of individuals, through community chest and united funds, through corporate and foundation grants.

The association's board of directors is made up of distinguished lay and professional leaders from all parts of our Nation.

Some 47 State societies and associations and some 2,000 recreation agencies, both public and private, in some 1,600 communities across our Nation are service affiliates of the National Recreation Association.

As executive director of the national service organization for recreation, it is part of my job to be in constant contact with the needs, problems, and challenges of outdoor recreation at the Federal, State, and local levels.

With this as a background, I would like to say that the association fully supports the purpose of S. 20 to promote the coordination and development of effective Federal and State programs relating to outdoor recreation.

Mr. Chairman, I have a statement on certain technical details which I would like to submit for the record and not include in my testimony here. I would like to include—

Senator JACKSON. Without objection that part of the statement will be included in the record at this point.

(The portion of the prepared paper referred to follows:)

The association approves the general statement in the bill that (a) the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable, and (b) that prompt and coordinated action is required by all levels of government and by private interests on a nationwide basis to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.

The association notes with approval the emphasis on both "prompt" and "coordinated" action and that such action is required by private interests as well as by all levels of government but it suggests that the word "resources" on line 6 of page 1 be changed to "opportunities" and that after the word "desirable" on line 7 of page 1 the following words be inserted: "to assure the physical, cultural, and spiritual benefits of outdoor recreation."

Such a statement of national policy with reference to outdoor recreation has never previously been made by the Congress and is greatly needed to provide the necessary guidance to all of us in this rapidly expanding and increasingly important aspect of American life.

The association supports the bill because it believes that it adequately supplements the administrative actions already taken by the President in establishing his Recreation Advisory Council and by the Secretary of the Interior in establishing a Bureau of Outdoor Recreation. It notes with approval that the bill authorizes the Secretary of the Interior to perform certain functions which are necessary to carry out the congressional policy on outdoor recreation referred to above only after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned.

The association approves all the provisions of section 2 of the bill and notes with particular approval that:

(a) a continuing inventory and evaluation of outdoor recreation needs and resources of the United States are to be prepared and maintained;

(b) a system for classification of outdoor recreation resources is to be prepared to assist in the effective and beneficial use and management of such resources;

(c) a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States and their political subdivisions, is to be formulated and maintained and that the Secretary is to transmit the initial plan, which is to be prepared as soon as practical within 5 years, to the President for transmittal to Congress, and that future revisions of the plan are to be similarly transmitted at succeeding 5-year intervals;

(d) technical assistance, advice and cooperation are to be provided for nonprofit organizations with respect to outdoor recreation as well as for States and their political subdivisions.

(e) interstate and regional cooperation is to be encouraged in the planning as well as in the acquisition and development of outdoor recreation resources. It is assumed that such encouragement also includes the programing and use of such resources under the term "development";

(f) research relating to outdoor recreation is to be assisted as well as sponsored and engaged in and educational institutions and others are to be assisted and cooperated with in the establishment of education programs and activities and to encourage public use and benefits from outdoor recreation;

(g) the Secretary is to "cooperate with and provide technical assistance to Federal departments and agencies" as well as obtain from them information, advice and assistance;

(h) donations of personal services as well as donations of money, property and facilities may be accepted and used for the purposes of the act.

With so many Federal departments and agencies concerned with outdoor recreation, with 50 States with their great variety of recreation agencies, with thousands of local recreation agencies and innumerable nonprofit or private organizations interested in recreation, it is clear that a focal point at the national level for Federal activities, and for Federal relations with the States and their political subdivisions and with all nonprofit and private recreation agencies, is essential. Assignment of the responsibilities listed in the bill to the Secretary of the Interior—to be exercised through the Bureau of Outdoor Recreation—would provide an effective focal point for a nationwide effort.

Mr. PRENDERGAST. The out-of-doors means more to the American people than to any other people in the world. It has been our past closeness to the out-of-doors that has made this Nation great.

As our lives become more and more urbanized and more and more automatic and synthetic, it becomes of ever-growing importance that we maintain our contact with nature and with the out-of-doors during our nonworking free hours. This bill and the success of the Bureau of Outdoor Recreation means more than healthy bodies and minds; it also means the strengthening of the American spirit.

On behalf not only of the National Recreation Association and the hundreds of recreation agencies and thousands of recreation leaders it serves but also in behalf of the millions of Americans whom they in turn serve, I urge your approval of S. 20.

Thank you very much.

Senator JACKSON. Thank you.

Would you repeat your opening statement? I was a little curious if I heard you correctly. It is the only non—

Mr. PRENDERGAST. The only nationwide, nonpartisan, nonsectarian, and nonprofit civic organization serving the entire field of recreation.

Senator JACKSON. Are the other organizations partisan, sectarian?

Mr. PRENDERGAST. No. I think the emphasis on ours is a civic organization, and the fact is it is not a professional fellowship society such as the American Recreation Association or the American Association of Health, Physical Education, and Recreation. We are a civic citizens' organization.

Senator JACKSON. My comment is directed to the description of nonpartisan, sectarian—

Mr. PRENDERGAST. Nonsectarian.

Senator JACKSON. I understand, but the inference is that the others might be partisan and sectarian and I——

Mr. PRENDERGAST. Well, I think they can speak for themselves. They are not, of course. I am only speaking for myself.

Senator JACKSON. You said the only——

Mr. PRENDERGAST. The only nationwide civic organization serving the entire recreation—I say we are——

Senator JACKSON. Go back——

Mr. PRENDERGAST. I say——

Senator JACKSON. You said only. Now, go ahead.

Mr. PRENDERGAST. Only nationwide nonpartisan, nonsectarian, and nonprofit civic organization serving the entire field of recreation.

Senator JACKSON. Well, anyway, I don't want to belabor the point. I don't think you probably want to leave that impression because it leaves an inference——

Mr. PRENDERGAST. I don't intend that at all. I am speaking only for the association.

Senator JACKSON. Any questions?

Thank you very much, Mr. Prendergast. We appreciate having your statement.

'The prepared statement of Mr. Prendergast follows:)

STATEMENT OF JOSEPH PRENDERGAST, EXECUTIVE DIRECTOR,
NATIONAL RECREATION ASSOCIATION

Mr. Chairman and members of the committee, I am here to represent the National Recreation Association, the only nationwide, nonpartisan, nonsectarian, and nonprofit civic organization serving the entire field of recreation.

The association was founded in 1906 with President Theodore Roosevelt as its honorary president. It is dedicated to the service of all the people to the end that every person in America, young and old, shall have an opportunity to find the best and most satisfying use of his expanding leisure time. In pursuing this purpose, the association gives aid and counsel to citizens and citizen groups throughout the Nation who are seeking to provide better recreation opportunities—including outdoor recreation opportunities—for themselves and their children; it serves the volunteer and professional recreation leaders of the country; and it serves recreation agencies: public and private, local, State, and National. From its beginning 56 years ago, it has encouraged communities, States, and the Federal Government to plan for outdoor recreation. It has helped community, State, and National leaders select and set aside space and develop it for the most effective use and enjoyment of all the people.

The association is supported by voluntary contributions through the gifts of individuals, through community chest and united funds, through corporate and foundation grants.

The association's board of directors is made up of distinguished lay and professional leaders from all parts of our Nation. Another group of distinguished citizens serves in our National Advisory Commission. Some 600 outstanding recreation leaders serve on our various national and district advisory committees. These men and women are in touch with local, regional, and national developments. Many, in their home communities or at the State level are serving on policy and planning boards concerned especially with outdoor recreation.

The association is cosponsor of the annual national recreation congress in the fall and it holds 8 district recreation conferences every spring which together are attended by some 5,000 recreation board members, executives and other leaders, both volunteer and professional. Discussions of the need for open space and the importance of outdoor recreation have been highlights of all recent meetings.

Some 47 State societies and associations and some 2,000 recreation agencies, both public and private, in some 1,600 communities across our Nation are service affiliates of the National Recreation Association, and more than 4,600 recreation leaders in over 1,900 communities are associated with it for service. The

numbers have been steadily increasing as the importance of sound recreation planning has become more and more apparent to the Nation.

As executive director of the national service organization for recreation, it is part of my job to be in constant contact with the needs, problems, and challenges of outdoor recreation at the Federal, State, and local levels.

With this as a background, I would like to say that the association fully supports the purpose of S. 20 to promote the coordination and development of effective Federal and State programs relating to outdoor recreation.

The association approves the general statement in the bill that (a) the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable and (b) that prompt and coordinated action is required by all levels of government and by private interests on a nationwide basis to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.

The association notes with approval the emphasis on both "prompt" and "coordinated" action and that such action is required by "private interests" as well as by "all levels of government" but it suggests that the word "resources" on line 6 of page 1 be changed to "opportunities" and that after the word "desirable" on line 7 of page 1 the following words be inserted: "to assure the physical, cultural, and spiritual benefits of outdoor recreation."

Such a statement of national policy with reference to outdoor recreation has never previously been made by the Congress and is greatly needed to provide the necessary guidance to all of us in this rapidly expanding and increasingly important aspect of American life.

The association supports the bill because it believes that it adequately supplements the administrative actions already taken by the President in establishing his Recreation Advisory Council and by the Secretary of the Interior in establishing a Bureau of Outdoor Recreation. It notes with approval that the bill authorizes the Secretary of the Interior to perform certain functions which are necessary to carry out the congressional policy on outdoor recreation referred to above only after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned.

The association approves all the provisions of section 2 of the bill and notes with particular approval that—

(a) A continuing inventory and evaluation of outdoor recreation needs and resources of the United States are to be prepared and maintained;

(b) A system for classification of outdoor recreation resources is to be prepared to assist in the effective and beneficial use and management of such resources;

(c) A comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States, and their political subdivisions, is to be formulated and maintained and that the Secretary is to transmit the initial plan, which is to be prepared as soon as practical within 5 years, to the President for transmittal to Congress, and that future revisions of the plan are to be similarly transmitted at succeeding 5-year intervals;

(d) Technical assistance, advice, and cooperation are to be provided for nonprofit organizations with respect to outdoor recreation as well as for States and their political subdivisions;

(e) Interests and regional cooperation is to be encouraged in the planning as well as in the acquisition and development of outdoor recreation resources. It is assumed that such encouragement also includes the programing and use of such resources under the term "development";

(f) Research relating to outdoor recreation is to be assisted as well as sponsored and engaged in, and educational institutions and others are to be assisted and cooperated with in the establishment of education programs and activities and to encourage public use and benefits from outdoor recreation;

(g) The Secretary is to "cooperate with and provide technical assistance to Federal departments and agencies "as well as obtain from them information, advice, and assistance;

(h) Donations of personal services as well as donations of money, property, and facilities may be accepted and used for the purposes of the act.

With so many Federal departments and agencies concerned with outdoor recreation, with 50 States with their great variety of recreation agencies, with thousands of local recreation agencies and innumerable nonprofit or private

organizations interested in recreation, it is clear that a focal point at the national level for Federal activities, and for Federal relations with the States and their political subdivisions and with all nonprofit and private recreation agencies, is essential. Assignment of the responsibilities listed in the bill to the Secretary of the Interior—to be exercised through the Bureau of Outdoor Recreation—would provide an effective focal point for a nationwide effort.

The out of doors means more to the American people than to any other people in the world. It has been our past closeness to the out of doors that has made this Nation great.

As our lives become more and more urbanized and more and more automatic and synthetic, it becomes of ever-growing importance that we maintain our contact with nature and with the out of doors during our nonworking free hours. This bill and the success of the Bureau of Outdoor Recreation means more than healthy bodies and minds; it also means the strengthening of the American spirit.

On behalf not only of the National Recreation Association and the hundreds of recreation agencies and thousands of recreation leaders it serves but also in behalf of the millions of Americans whom they in turn serve, I urge your approval of S. 20.

Senator JACKSON. Spencer M. Smith, Citizens Committee on Natural Resources.

This is the last outside witness.

STATEMENT OF DR. SPENCER M. SMITH, JR., SECRETARY, CITIZENS COMMITTEE ON NATURAL RESOURCES

Mr. SMITH. Mr. Chairman, in the interests of the committee's time, I will even brief a very brief statement simply to indicate that we strongly support S. 20 and we know of no program that has such an auspicious beginning. We hope it lives up to this. It was initiated as a result of the Outdoor Recreation for America report in January 1962. The four committees of Congress have been very sensitive to these problems in the past. Chosen as new Bureau head was one of the outstanding public servants, generally hailed as doing a very good job. This, I concur with Mr. Penfold, is the logical next step. We hope it will be taken with dispatch.

Thank you very much.

Senator JACKSON. Thank you, Mr. Smith.

I assume there are no questions. Thank you very much. We appreciate having your statement.

(The prepared statement of Dr. Smith follows:)

STATEMENT OF DR. SPENCER M. SMITH, JR., SECRETARY, CITIZENS COMMITTEE ON NATURAL RESOURCES

Mr. Chairman, I am the secretary of the Citizens Committee on Natural Resources, a national conservation organization, composed of some of the outstanding conservationists in the Nation. We are delighted to urge the adoption of S. 20, which further establishes the new Bureau of Recreation and supports its functions by the assignment of a number of activities necessary to its total operation.

I need not tell this committee the extended and able study conducted in 1958 by the Outdoor Recreation Resources Review Commission, which culminated in their "Outdoor Recreation for America" report in January 1962.

The report, perhaps the most comprehensive analysis of outdoor recreation resources ever made in the United States, envisaged an organization that would maintain a continuing inventory of outdoor recreation facilities. It would also be required to make certain judgments from time to time regarding the demand and the ability of local, State, and Federal Governments to meet such demands. In addition, they indicated a need for a common system of classification in order that identification could be determined and become a common reference in discussions and policy determinations.

The Bureau was likewise seen as being a focal point and a catalyst for State planning and State programs which would perhaps play the most significant role in meeting recreation needs. The report was especially emphatic as to the greatest need for recreation areas—areas relatively close to centers of population or not more than 150 miles from home.

The present bill, S. 20, establishes the necessary authorization for the newly created Bureau of Outdoor Recreation. The Bureau is authorized to maintain an up-to-date inventory of outdoor recreational facilities, establish a classification system of such areas, provide technical assistance to the States and other bureaus of government, provide encouragement to States and cooperate in developing facilities, and to generally promote the coordination of Federal activities in the recreation field.

The Bureau will also serve as the staff for the Recreation Advisory Council, which consists of the Secretaries of Interior, Agriculture, Defense, Commerce, and HEW, and the Administrator of the Housing and Home Finance Agency.

The legislation before the committee is needed to activate the Bureau of Recreation to its full potential. It is hoped that the Congress will act with dispatch in order that the full function of the Bureau can be realized at the earliest opportunity.

Senator JACKSON. Now Secretary Freeman had hoped to be here this morning. He has been tied up in another meeting. Apparently he has not been able to get away. I understand Mr. John A. Baker, the Assistant Secretary, will appear for him.

Secretary Baker?

STATEMENT OF HON. JOHN A. BAKER, ASSISTANT SECRETARY OF AGRICULTURE

Mr. BAKER. Mr. Chairman, gentlemen of the committee, I am still hoping that Secretary Freeman will arrive in time for this presentation.

Senator JACKSON. We understand the situation.

Mr. BAKER. He personally is very much interested in this.

Senator JACKSON. You go right ahead.

Mr. BAKER. He is engaged in a meeting, as you know, Mr. Chairman, on how to sell American poultry in regard to the Common Market problems. Some 100 Members of the House and Senate are at this meeting and I guess they just haven't gotten through.

Senator JACKSON. I am supposed to be there myself, but unfortunately it is hard to be in both places.

Mr. BAKER. I will try to present what the Secretary would have presented if he were here.

We are pleased to appear before the committee in support of the enactment of S. 20.

Senator JACKSON. Do you have a copy of your statement?

Mr. BAKER. No, sir. We do not have a prepared statement.

Senator JACKSON. All right. You go right ahead.

Mr. BAKER. Particularly as it relates to the activity of the Department of Agriculture. The detailed provisions of the bill are well known to the committee. Its primary purpose is to outline general administrative responsibilities and functions of the Bureau of Outdoor Recreation in promoting the coordination and development of effective Federal and State programs relating to outdoor recreation.

The Department of Agriculture, as has already been pointed out in testimony this morning, is one of the many Federal departments and agencies which have important interests and responsibilities in relation to outdoor recreation. Recreation is one of the multiple uses

of nearly 182 million acres of national forest land and 4 million acres of national grassland and other lands administered by the National Forest Service of the Department of Agriculture.

By the year 2000 we now expect that there will be some 160 million recreation visits to the national forests each year. On the privately owned rural lands of the country there has been much recreational development already. The Food and Agriculture Act enacted by the Congress last year adds additional service and financial aid programs for the Department of Agriculture to facilitate and encourage additional use of privately owned rural lands for outdoor recreation, and income producing outdoor recreation facilities for privately owned land.

The Watershed Protection and Flood Prevention Act amendments last year now make recreation one of the purposes for which watershed protection projects may be justified to permit cost sharing by the Department of Agriculture with local public authority in the provision of water and related facilities in connection with recreational use of those watershed developments.

Another provision of the Food and Agriculture Act of 1962 permits us to cost share under long-term agreements with individual private rural landowners for the shifting of land from crop production to wildlife, fish use, and other land use that will promote or facilitate recreational development and utilization of that land.

Title 4 of last year's act authorizes the Forest Administration to consider outdoor recreation as what might be called another farm enterprise for credit purposes. And that program has now been initiated and is now underway.

Two additional programs were authorized by last year's Food and Agriculture Act, rural renewal projects and resource conservation development projects under section 102 of the act, will enable the Department of Agriculture through technical assistance to add their own programs with local public authorities to expand their provision of recreational facilities somewhat similar to the kind of program that will be operated under the Watershed Protection Act.

We have been working very closely with the new Bureau of Outdoor Recreation since its establishment. The Secretary has directed each of the agencies of the Department to reemphasize and to reorganize their operations in a way that will provide both policies and procedures that will aid local landowners and organizations to develop additional and new types of outdoor recreational enterprises and opportunities. These programs are aimed at making private land an important source to supplement public land as recommended by the Outdoor Recreation Resources Review Commission.

Just last week another indication of the close working relationship between the Department of Interior and the Department of Agriculture on these recreational matters was the joint statement, the letter from Secretary Udall and Secretary Freeman to the President relating to the new recreation program and the establishment of recreation, national recreation areas. The statement which the President said may well bring about complete cooperation on major issues that are sometimes the cause of difficulty between those two departments of Government.

With the permission of the chairman I would like to submit for your record the joint letter from the two Secretaries to the President and the President's reply.

Senator JACKSON. The letters will be included at this point in the record.

(The letters referred to follow:)

TEXT OF LETTERS EXCHANGED BY THE PRESIDENT AND THE SECRETARIES OF
AGRICULTURE AND THE INTERIOR

THE WHITE HOUSE, January 31, 1963.

HON. ORVILLE L. FREEMAN,
The Secretary of Agriculture.
HON. STEWART L. UDALL,
The Secretary of the Interior.

DEAR MR. SECRETARIES: I was greatly pleased by your joint letter describing the new conservation policy your Departments are adopting to help implement our outdoor recreation programs. This is an excellent statement of cooperation representing a milestone in conservation progress.

I know that there have been many vexing problems over the years in relationships between the Departments of Agriculture and Interior but your joint statement indicates that these are well on the way to resolution. This achievement in settling major jurisdictional issues between the two Departments, in outlining the principles of cooperation that will guide them in the future, and in proposing joint exploration of the North Cascade Mountains in Washington is most significant—it is clearly in the public interest.

Sincerely,

JOHN F. KENNEDY.

JANUARY 28, 1963.

THE PRESIDENT,
The White House, Washington, D.C.

DEAR MR. PRESIDENT: We are pleased to advise you that the Department of Agriculture and the Department of the Interior have developed a new conservation policy to help implement the outdoor recreation program of the administration.

We have reached agreement on a broad range of issues which should enable our Departments to enter into "a new era of cooperation" in the management of Federal lands for outdoor recreation. This agreement settles issues which have long been involved in public controversy, we have closed the book on these disputes and are now ready to harmoniously implement the agreed-upon solutions.

The decisions reached will do much to further development of Federal recreation resources, eliminate costly competition, promote cooperation, and recognize the major role that the Departments of Agriculture and the Interior both have in administering Federal lands under their jurisdiction for recreation purposes. We have agreed upon the following principles of cooperation:

(1) Mutual recognition is accorded the distinctive administrative functions and land management plans used by the Forest Service and the National Park Service in administering lands under their jurisdiction.

(2) Except for existing administration proposals, those covered in our agreement, or routine boundary adjustments, jurisdictional responsibility will not be disturbed among the agencies of our two Departments which are managing and developing lands for public recreation.

(3) Neither Department will initiate unilaterally new proposals to change the status of lands under jurisdiction of the other Department. Independent studies by one Department of lands administered by the other will not be carried on. Joint studies will be the rule.

(4) Likewise, each Department, with the support and cooperation of the other, will endeavor to fully develop and effectively manage the recreation lands now under its administration.

In furtherance of the above principles of cooperation, and in recognition of the growing demand for outdoor recreation, we plan to recommend to you the establishment of two new federally administered national recreation areas. These areas are planned to help meet existing and foreseeable outdoor recreation needs.

The Recreation Advisory Council, established by Executive Order 11017, has been considering the need for national recreation areas and criteria for their selection and establishment. We expect that the Recreation Advisory Council will soon recommend to you the creation of a limited system of national recreation areas along the criteria to guide their selection and establishment. The proposals for national recreation areas contained in this letter have been reviewed and are concurred in by the other members of the Recreation Advisory Council.

National recreation areas would be established only by act of Congress and would be administered by the Department of the Interior, the Department of Agriculture, or other Federal agencies or departments having responsibility in outdoor recreation as may be recommended by the executive branch and determined by the Congress. National recreation areas would be administered primarily for recreation but with utilization of other resources permitted, provided such use is not incompatible with and does not unduly interfere with the basic recreation purpose. Advice of the Recreation Advisory Council will be sought with regard to qualification of particular areas, priority for establishment, and jurisdictional responsibility.

National recreation areas will be in addition to national parks, national monuments, or other special categories of land administered by the National Park Service, and to the wilderness system or other special categories of land having recreation significance now administered by the Forest Service. In our judgment as well as in the judgment of the other members of the Recreation Advisory Council, these two areas will conform fully with the national recreation area criteria, now in the final stages of formulation.

Subsequent to the adoption of these criteria, we shall recommend to you that the administration submit legislation to establish:

(1) Whiskeytown-Shasta-Trinity National Recreation Area of about 280,000 acres in north central California: This area will consist of three noncontiguous units surrounding reclamation reservoirs. The areas around Shasta Lake and the Trinity-Lewiston Reservoirs are within the exterior boundaries of the Shasta-Trinity National Forests. These will be recommended for administration by the Forest Service. The 50,000-acre Whiskeytown unit lying outside the national forest will be recommended for National Park Service administration.

(2) The Flaming Gorge National Recreation Area in Wyoming and Utah. This is an area of about 160,000 acres lying upstream on the Green River from the Bureau of Reclamation dam under construction at Flaming Gorge within the Ashley National Forest in northeastern Utah. The two Departments have agreed that the 40,000-acre area within the national forest boundary will be administered by the Forest Service, and the larger area of about 120,000 acres lying primarily in Wyoming and outside the national forest boundary will be administered by the National Park Service.

We have agreed further that:

(1) An Oregon Dunes National Seashore should be recommended consisting of about 35,000 acres primarily of sand dunes along the central Oregon coast. This land for the most part has been under the protection and management of the Forest Service. Administration would be by the National Park Service under the same criteria as for national recreation areas.

(2) A joint study should be made of Federal lands in the North Cascade Mountains of Washington to determine the management and administration of those lands that will best serve the public interest. These lands for the most part have been under the administration of the Forest Service as national forests for many years. A study team should explore in an objective manner all the resource potentials of the area and the management and administration that appears to be in the public interest. The study team will consist of representatives of the two Departments and will be chaired by an individual jointly selected by us.

Recommendations of the study group will be submitted to us and we in turn will make our recommendations to you.

We believe these agreements represent a major improvement in national conservation policy. We earnestly hope you will approve them.

Respectfully yours,

ORVILLE E. FREEMAN,
Secretary of Agriculture.
STEWART L. UDALL,
Secretary of the Interior.

Mr. BAKER. Among the major functions which the Bureau of Outdoor Recreation performs is that of serving in a staff or secretariat capacity to the Recreation Advisory Council established by President Kennedy in Executive Order 11017 issued on April 27, 1962. This Council is composed of the Secretaries of the Interior, Agriculture, Defense, Commerce, and Health, Education, and Welfare, and the Administrator of the Housing and Home Finance Agency. The Secretary of the Interior is at present Chairman of the Council but the chairmanship is to be rotated among the officials in order named for terms of 2 years each. I will become Chairman in 1964. One of the prime purposes of the establishment of the Recreation Advisory Council is to facilitate more adequate interagency consultation and advice in the development of national outdoor recreation policies and the carrying out of national outdoor recreation programs. The independence of the Bureau of Outdoor Recreation, without regard to the department in which it may be housed, in its actions and contacts whenever it is serving in its capacity of staff or secretariat to the Council is essential for the Council to function properly and to make effective use of the Bureau. Under the provisions of the bill this independence would be preserved.

Mr. Chairman, only to repeat our full support of S. 20, that is all that I have to add.

Senator JACKSON. Any questions?

Thank you very much, Mr. Baker. We appreciate having your statement and we fully understand the Secretary's situation, Secretary Freeman's situation with reference to the meeting that he is now involved in. As you say, some 100 Members of the House and Senate are there. We hope he solves——

Mr. BAKER. There is nothing that Secretary Freeman thinks is more important.

Senator JACKSON. Thank you.

Mr. Crafts, Senator Allott would like to ask some questions, if you will resume the chair a minute.

STATEMENT OF EDWARD C. CRAFTS, DIRECTOR, BUREAU OF OUTDOOR RECREATION—Resumed

Senator ALLOTT. Thank you, Mr. Chairman.

I am sorry that operating under the disability of a bad cold I could not get here when Mr. Crafts was on the stand.

Mr. Crafts, I have just a very few questions but I think they should properly be in the record on this matter.

First of all, when did you actually organize your department?

Mr. CRAFTS. The Bureau——

Senator ALLOTT. Or start to organize it, I should say.

Mr. CRAFTS. The Bureau of Outdoor Recreation was created, if my memory serves me, on April 23, 1962, which is less than a year old, a year this coming April.

Senator ALLOTT. Now, when did you start? You were named the Director when?

Mr. CRAFTS. I was named at that time. This was a simultaneous action. The Secretary signed the orders creating the Bureau and

appointing me as its Director at the same time. I first knew of this a few weeks before that time.

Senator ALLOTT. We were all I think aware of the fact that you would probably be the one that would undertake this.

How many employees do you have?

Mr. CRAFTS. At the present time we have approximately 80 employees, between 80 and 90. This includes secretarial employees as well as professional.

Senator ALLOTT. What kind of work are those people engaged in?

Mr. CRAFTS. Well, Senator, this takes a little explanation. We are organized in five divisions. We have a Division of Planning and Survey. We have a Division of Cooperation and Technical Assistance. We have a Research Division which has not yet been manned or started. We have a Division of Federal Coordination, and we have an Administration Division.

About half of these people are individuals who elected to transfer to the new Bureau when we were created and when certain funds were transferred to us by direction of the Appropriations Committee from the National Park Service.

Senator ALLOTT. So out of five divisions, four are in operation and one is not?

Mr. CRAFTS. That is correct. Yes, sir.

Senator ALLOTT. Now, in your budget, and I have in my hand here the Budget of the U.S. Government for 1964, I am reading from page 229, this shows the Bureau of Outdoor Recreation, general and special fund, salaries and expenses, enacted in 1962, you have set up for 1963, this fiscal year, \$1,101,000. Will you utilize all of that this year?

Mr. CRAFTS. I think we will, Senator. As nearly as I can judge at the present time.

Senator ALLOTT. Now, you have set up in the budget for 1964 the sum of \$2,462,000. Is that correct?

Mr. CRAFTS. That is correct.

Senator ALLOTT. Which is a doubling, more than a doubling of the original budget.

Mr. CRAFTS. Yes, sir.

Senator ALLOTT. Now, what do you anticipate the cost of this new little branch of Government will be in the year, fiscal year 1965?

Mr. CRAFTS. 1965?

Senator ALLOTT. Yes.

Mr. CRAFTS. This is hard for me to project but I would say as I have said in many of the statements that I have made about the country, this is a planning, assisting, and coordinating agency. Its purposes are those. It is not a land managing agency. It is small. It will stay small. I visualize that the ultimate personnel of this Bureau and the ultimate cost of this Bureau will be probably slightly larger than is proposed there for 1964 but not a great deal larger. This is not going to grow into a large Bureau.

Senator ALLOTT. What would your personnel estimates be for 1964 under this budget, Mr. Crafts?

Mr. CRAFTS. I have to speak from memory there but I would think it is around 200 persons.

Senator ALLOTT. Then it would be your estimate that the permanent staff of the Bureau of Outdoor Recreation will be somewhere in the neighborhood of 200 or slightly in excess of that.

Mr. CRAFTS. It may be somewhat in excess of that. I think it would be—I would guess, depending on how things develop, depending on what happens to this bill, I would estimate that we will level off at something above that, but not too much above it.

Senator ALLOTT. Well, the reason I asked this, it is very easy to provide coordination and then provide coordinators among coordinators and provide other coordinators to coordinate between them.

Mr. CRAFTS. This is correct.

Senator ALLOTT. And you permit Parkinson's law to take hold of this, there is no end to where it might conceivably go. Would you think that the ultimate cost might be somewhere, be held within a \$3 million budget?

Mr. CRAFTS. I don't want to be tied down on this, Senator. It is not because I am being evasive to you. But I don't know what is going to happen to Government salaries. I don't know what is going to happen to the value of the dollar, this type of thing.

I would say the ultimate budget as nearly as I can see it now would be something less than \$5 million, probably considerably less than that. But it is very difficult for me—

Senator ALLOTT. You see, we have to be concerned with this—

Mr. CRAFTS. (continuing). To project.

Senator ALLOTT (continuing). Because this is the committee that authorizes the expenditure of money.

Mr. CRAFTS. That is correct.

Senator ALLOTT. It is not appropriated but it authorizes it, and if this committee does not do an accurate and a good job in terms of assessing where we are going, nobody else is apt to be able to do it. That is the reason I ask these questions.

Mr. CRAFTS. I think these are very fair questions and I will say again, as I have said to the Appropriations Committee and said in many public statements, this is a small Bureau. Its intent is to stay small. And your reference to Parkinson's law is one that I have made myself. I do not think that Parkinson's law will or should apply to this Bureau.

Senator ALLOTT. And you have under the same budget, general and special fund, land and water conservation fund, which is set up for \$25 million in 1964.

Mr. CRAFTS. This is, if I may comment on that, something entirely apart. There will be submitted to the Congress shortly a land and water conservation fund legislative proposal, which basically is a self-paying proposal over time, to raise funds for two basic purposes: first, for the planning, acquisition, and development of State recreation areas by the States with Federal financial assistance on a matching basis, and secondly, for certain Federal acquisitions.

This legislation will come before this committee, be considered by this committee, and whether the \$25 million to which you refer has any significance or not will depend wholly upon the disposition that the Congress makes of that legislation which is to come before it. The \$25 million does not stem from the bill which you have before you this morning.

Senator ALLOTT. I understand that.

Now, on page 3 of the proposed bill S. 20, starting at line 15 under "Research and Education," subparagraph (1):

sponsor, engage in, and assist in research relating to welfare recreation, directly or by contract or cooperative agreements, and make payments for such purposes without regard to the limitations of section 3648 of the Revised Statutes concerning advances of funds when we consider such action in the public interest.

I am sure you are aware that a similar paragraph was in the legislation which we considered last year, and I want to call your attention to page 4 of the report of this committee, reported by our now acting chairman, and most probably the chairman of this committee, in which it says:

Section 3648 of the Revised Statutes prohibits the advance payment of public moneys for services to be rendered to the Federal Government unless authorized by law. The proposed exemption in recreation research from this provision was in anticipation that some colleges and universities, organizations, and individuals who might otherwise be highly qualified to do recreation research work, would be unable to finance such projects to completion without advance payments—

and this is the significant part—

the committee concluded to eliminate the exemption pending a more conclusive showing for the actual instance of need for it.

Do you contend at this moment, Mr. Crafts, that there is an actual need for this paragraph and that you stand in any different position than for example, the National Institutes of Health, the National Science Foundation, the Department of Defense, and others who do critical research work and do not have this authority?

Mr. CRAFTS. I can't speak for those departments, Senator. We do believe that there is a potential need for this and we resubmitted this in the same form, although we were well aware of the committee's action last year, because we wanted to put it before the committee for such reconsideration as they wished to give it.

We submitted to the committee subsequent to the issuance of the committee's report, which was on August 6—we submitted to the committee a letter from the Legislative Counsel of the Department on the subject, dated August 27 of last year, which presented in more detail the Department's views on this matter and we were hopeful that this letter would be considered by the committee when this bill is taken up.

Senator ALLOTT. Well, this grant-in-aid program for the States was a part of title II of S. 3117. Now, what change in thinking, if any, had suggested separating this aspect of the program in this year's bill?

Mr. CRAFTS. The grant-in-aid program that was in title II, including 3117, dealt only with grants-in-aid for planning. Now, what we have done is to separate that out from this bill and incorporate what is included with respect to planning in the land and water conservation fund bill which is shortly to be submitted. It was our feeling in the light of the consideration given to 3117 in both House and Senate last year that it was somewhat like considering planning in a vacuum to consider the planning in S. 3117 without trying it into an action program, and therefore we thought it made more sense to include the planning aspects of the grant-in-aid program in the overall grant-in-aid proposals which are shortly to come up to you which will cover

planning, acquisition and development, and place planning as a prerequisite to any qualifications by the States for acquisition or development.

Senator ALLOTT. Mr. Crafts, I speak to you as a citizen and not as a governmental employee. Do you agree with the wisdom and the necessity for the philosophy of section 3648 of the Revised Statutes?

Mr. CRAFTS. I will have to—

Senator ALLOTT. This is the one which does not permit you to commit funds in advance of authorization.

Mr. CRAFTS. I think sometimes there should be exemptions to this, and this is the reason we asked for it.

Senator ALLOTT. Well, as a citizen and not as a governmental employee, don't you think—you vote and you pay taxes and you have the same interests I have—

Mr. CRAFTS. That is right.

Senator ALLOTT. As everybody else in this room. Don't you agree that if we did not have section 3648, that Congress would soon lose entire control of the spending of money in this Government?

Mr. CRAFTS. No. I don't think that I would go that far. I don't think it is—it seems to me, Senator, that this is an overexpression of what would happen.

Senator ALLOTT. This is what?

Mr. CRAFTS. I say that I do not think that Congress would lose entire control over spending of money without the statute.

Senator ALLOTT. Well, it would lose substantial control unless the statute was enacted.

Now, you haven't been able to cite a specific instance here, Mr. Crafts, which would endanger the national welfare, health, or anything else which would require the advancement of funds which you are asking for.

Now, this is in violation of the fundamental principles; in fact, it is in violation of the Constitution unless it be specifically granted, that only the funds be spent by Congress which are authorized by Congress. Now, if you have an instance where the national welfare would be vitally affected or the interests of a great portion of our people would be vitally affected and deleteriously so, then I think you should tell us, to justify this; otherwise, I am sure that this is the same provision which the committee, in its infinite wisdom, struck out of the bill last year, will be struck out again.

Mr. CRAFTS. I think the best way for me to respond to this is that I would suggest that there be included in the record, at this point, the Department's letter to the committee of August 27 of last year which bore on this particular subject.

Senator JACKSON. Here it is. Without objection, the letter will be printed at this point in the record.

(The letter referred to follows:)

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., August 27, 1962.

HON. CLINTON P. ANDERSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: Your letter of August 2 to Solicitor Barry requests our further examination of the provision in section 101(e) of S. 3117 which

exempts payments under research contracts on outdoor recreation from the provisions of section 3648 of the Revised Statutes (31 U.S.C. 529).

As Assistant Secretary Carver explained in his letter of May 28, our sole purpose in suggesting this exemption was to make it possible in appropriate cases to make advance payments to private universities, organizations, and individuals to assist them in financing the initial costs of a research program. In contrast to Government research programs in physical sciences, we anticipate that in outdoor recreation research, occasions will arise when a potential contractee who could make a valuable contribution might not be able to undertake the work without an advance of funds, although otherwise well qualified. In a related research field to which an exemption applies, the need for advance payments has arisen frequently. We note, for example, that the Forest Service of the Department of Agriculture has, in effect, about 100 cooperative aid agreements for forestry research involving 34 institutions of higher learning. Under these agreements, both basic and applied research is carried on through student and faculty participation. In fiscal year 1962, the Forest Service advance contributions, under these agreements which spell out the responsibilities of the cooperating parties, amounted to approximately \$400,000. This amount, of course, is only a part of the total cost of the program.

Your letter of August 2, while concurring in the desirability of permitting advance payment for research, when this would be in the best interests of the Government, expresses the concern of the committee that the phrasing of the proposed exemption in section 101(a) might be so broad as to free the contracting party from the obligation to give full value for goods and services for which he will have been paid in advance. Such a result was certainly not intended, and we believe the language should not be so interpreted.

The language in question—section 101(e) of S. 3117—reads as follows:

"(e) sponsor and engage in research relating to outdoor recreation, directly, or by contract, grant, or cooperative agreements, without regard to the provisions of section 3648 of the Revised Statutes (31 U.S.C. 529) when, in his judgment, such payments are necessary to facilitate such research;"

Revised Statute 3648 appears at 31 U.S.C. 529 as follows:

"Sec. 529. Advances of public moneys: prohibition against.

"No advance of public money shall be made in any case unless authorized by the appropriation concerned, or other law. And in all cases of contracts for the performance of any service, or the delivery of articles of any description, for the use of the United States, payment shall not exceed the value of the service rendered, or of the articles delivered previously to such payment. It shall, however, be lawful, under the special direction of the President, to make such advances to the disbursing officers of the Government as may be necessary to the faithful and prompt discharge of their respective duties, and to the fulfillment of the public engagements. The President may also direct such advances as he may deem necessary and proper, to persons in the military and naval service employed on distant stations, where the discharge of the pay and emoluments to which they may be entitled cannot be regularly effected."

The first sentence of this section specifically prohibits advance payment. The second sentence provides that no payment shall exceed the value of the service rendered or the article delivered previously to such payment. The limitation in both cases is upon the payment of money in advance, not upon the obligation to of the contractor to give full value. There is a general prohibition against any payment in advance, and then a specific prohibition which applies principally to installment payments and which prohibits partial payments in excess of the value received up to the date of payment.

The obligation of the contractor to give full value is controlled by the terms of his contract. He is obligated to deliver or perform as agreed in the contract. If the contract price is fixed in amount, he is entitled to receive that amount without any reexamination of the value of the goods or services. Payment in advance of performance would have no effect upon his obligation to perform fully in accordance with the terms of the contract.

We are confident that full performance can be assured by the proper review of research programs, by withholding final payment until the agreed work is completed, and by other administrative and contractual provisions. If you believe, however, that some modification of the language of the bill is desirable, we suggest the following: on line 15, page 3, of S. 3117, after "529)" insert "which prohibit advance payment of public moneys." The contracting authority would then be without regard to the provisions of section 3648 of the Revised

Statutes "which prohibit the advance of public moneys." There would be no possible implication that the contractor would be relieved of any obligation to perform as agreed in the contract.

Sincerely yours,

MAX N. EDWARDS,

Assistant to the Secretary and Legislative Counsel.

Senator ALLOTT. This has been put in before, has it?

Senator JACKSON. Well, not this year. Was it in last year?

Senator ALLOTT. I don't want to appear contentious. Mr. Crafts is one of our finest public servants and I have a great deal of personal respect for him as well as official respect, but I do think this is a very important matter which goes far beyond the ground of the context in which it is presented here, and when I think of other programs which do affect the national health and vital safety of our people which do not contain a waiver of this provision, it is very difficult for me to understand why it should be contained in this.

That is all I have, Mr. Chairman.

Senator JACKSON. Thank you very much, Senator Allott.

I want to ask one question, Mr. Crafts, with reference to the budget. How much of their—well, let us put the proposed budget for fiscal 1964—will represent transfer of people from within the various agencies? Will they all be new people coming in? Will you kindly give us a little picture of what is happening? Now, obviously there are some additions to the overall organization. On the other hand, I assume a substantial part represents some of the functions carried on by some of the other agencies.

Mr. CRAFTS. About half of our present employees are transferees from the National Park Service. The other employees are mainly transferees from other executive agencies. We have a number who have transferred to us from the Bureau of Sport Fisheries and Wildlife. We have a few from the Forest Service. We have a few from some of the River Basin Study Commissions that have or will transfer to us. We have one or two who transferred to us from staff positions on the Hill.

I hope and expect to have a few come to us from universities. These people, of course, are under civil service. Most of the people we are obtaining are individuals who now or in the past were employed in the Federal Government. We have some who have come to us from States. These people have had to establish qualifications. We have had one or two and hope to have more from some of the conservation organizations.

By and large I would say probably three quarters of our employees are employees from some other part of the executive branch.

Senator JACKSON. Do you have anything further?

Senator ALLOTT. No. Just one thought, though. You are not contending because these people are transferred into your Bureau from other branches of government that it doesn't constitute any increase in employment of the Federal Government?

Mr. CRAFTS. No, sir. I am not contending that.

Senator ALLOTT. Their places will be filled, too.

Mr. CRAFTS. No, I am not making that contention.

Senator JACKSON. Has there been any reduction in the other agencies, if you know? This is outside of your competence, I assume.

Mr. CRAFTS. This is really outside my competence, but you see, we have 80 people and we will hire 2 or 3 from the Forest Service, which has 15,000 employees, and the impact we make on these agencies is very small.

Senator ALLOTT. Mr. Crafts, I think in view of my questions it might be of assistance if you supplied for the record a breakdown of these people as to their classifications, just so that it would be in the record. Would you do that?

Mr. CRAFTS. We will be happy to do that, Senator.

Senator ALLOTT. Thank you.

(In response to the foregoing request, the following communication was received:)

DEPARTMENT OF THE INTERIOR,
BUREAU OF OUTDOOR RECREATION,
Washington, D.C., February 13, 1963.

Hon. CLINTON P. ANDERSON,
U.S. Senate, Washington, D.C.

DEAR SENATOR ANDERSON: In response to a request during the recent hearing on our organic bill, S. 20, we are pleased to furnish certain additional information regarding this Bureau and its organization.

We have at present a total of 98 employees, of which number 61 are in Washington and 37 are located in the field.

As was observed by members of your committee during the hearing, the foregoing number does not represent a total increase in Government employment. At the time this Bureau was organized, certain planning functions of the National Park Service that were prescribed by the act of June 23, 1936, were transferred to us together with approximately 90 positions that had been established to carry out these functions. A number of the employees whose positions were transferred have taken other positions with the National Park Service, however 51 persons have transferred to this Bureau. It therefore was necessary for us to fill the remaining positions by recruitment.

Our personnel may be classified in the following general categories: Program, administrative, and clerical. We have 63 employees working on program work, 6 on administrative work, and 29 classified as stenographic and clerical employees.

Please advise if there is anything further that you may require.

Sincerely yours,

EDWARD C. CRAFTS, *Director*.

Senator JACKSON. Just one other question. What about the planning functions of the Park Service? Didn't you take that over?

Mr. CRAFTS. Yes, sir.

Senator JACKSON. So to that extent some of these things do involve an actual transfer.

Mr. CRAFTS. There have been some transfers of functions, no question about that. We have taken over the general planning functions, the broad planning functions of the Park Service which were carried out under the 1936 act. The site planning, individual site planning of specific park areas we don't do. This is not our function.

Senator JACKSON. But for the most part it does represent a net increase in dollar appropriation in all probability.

Mr. CRAFTS. That is right. Yes.

Senator JACKSON. Thank you very much. We appreciate having your statement.

We will include in the record a telegram in support of S. 20 from the members of the faculty of the School of Natural Resources, University of Michigan.

I have a letter submitted by Senator Randolph from the West Virginia director of national resources, Mr. Warden M. Lane, to be included in the record at this point.

Without objection we will also include a telegram from Governor Endicott Peabody of Massachusetts.

(The communications are as follows:)

ANN ARBOR, MICH., *February 4, 1963.*

SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Senate Office Building, Washington, D.C.:

Federal leadership in coordinating efforts of private and public enterprise in meeting the rising demands for outdoor recreation opportunity is long overdue. As individuals with considerable professional concern about the utilization of the Nation's resources for outdoor recreation we heartily endorse S. 20 as an important step in meeting that need.

G. R. GREGORY,
R. L. WEAVER,
L. E. CRAINE,
A. BRINSER,
K. P. DAVIS,
S. A. CAIN,
S. H. SPURR,
G. W. SHARPE,

Members of Faculty, School of Natural Resources, University of Michigan.

STATE OF WEST VIRGINIA,
DEPARTMENT OF NATURAL RESOURCES,
Charleston, February 1, 1963.

"Centennial Year"

Re Bureau of Outdoor Recreation organic bill, Land and Water Conservation Fund bill.

HON. JENNINGS RANDOLPH,
U.S. Senate, Washington, D.C.

DEAR SENATOR RANDOLPH: The report of the Outdoor Recreation Resources Review Commission pointed out the problems our country faces now and in the years ahead with regard to an orderly management of our outdoor recreation resources. Bill S. 20, introduced by Senator Anderson and others, to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, if written into law, will be a beginning to the solution of these very vital problems.

I believe that such would be particularly important to West Virginia in view of our underdevelopment of outdoor recreation resources, and the vital meaning recreational development will have on the economy of our State in the future.

I would like to urge you to support this legislation.

Sincerely yours,

WARDEN M. LANE, *Director.*

BOSTON, MASS., *February 6, 1963.*

Senator CLINTON P. ANDERSON,
Chairman, and members of the Interior and Insular Affairs Committee,
U.S. Senate, Washington, D.C.:

Believe early passage of S. 20 would greatly assist Massachusetts outdoor recreation program and urge your support of this measure.

ENDICOTT PEABODY,
Governor of Massachusetts, State House, Boston.

Senator JACKSON. The committee will stand adjourned.
(Whereupon, at 11:45 a.m., the committee adjourned.)

LEGISLATIVE HISTORY

Public Law 88-29
S. 20

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INDEX AND SUMMARY OF S. 20

Jan. 14, 1963 Sen. Anderson and others introduced, and Sen. Anderson discussed, S. 20 which was referred to Senate Interior and Insular Affairs Committee. Print of bill as introduced and remarks of Sen. Anderson.

Rep. Aspinall introduced H. R. 1762 which was referred to House Interior and Insular Affairs Committee. Print of bill as introduced.

Feb. 25, 1963 Senate committee voted to report S. 20.

Feb. 27, 1963 House subcommittee voted to report H. R. 1762.

Feb. 28, 1963 Senate committee reported S. 20. S. Rept. 11. Print of bill and report.

Mar. 7, 1963 Senate began debate on S. 20.

Mar. 8, 1963 Senate continued debate on S. 20.

Mar. 11, 1963 Senate passed S. 20.

Mar. 12, 1963 S. 20 was referred to House Interior and Insular Affairs Committee. Print of bill as referred.

Mar. 20, 1963 House committee voted to report H. R. 1762.

Mar. 28, 1963 House committee reported H. R. 1762. H. Rept. 160. Print of bill and report.

Apr. 3, 1963 Rules Committee granted an open rule.

Apr. 4, 1963 The Rules Committee reported a resolution for consideration of H. R. 1762. H. Res. 306 and H. Report 185. Print of resolution and report.

Apr. 29, 1963 House passed S. 20.

May 1, 1963 Senate appointed conferees on S. 20.

May 13, 1963 House appointed conferees on S. 20.

May 15, 1963 House received conference report on S. 20. H. Report 303. Print of H. conference report.

May 16, 1963 Both Houses agreed to conference report.

May 28, 1963 Approved. Public Law 88-29.

88TH CONGRESS
1ST SESSION

S. 20

IN THE SENATE OF THE UNITED STATES

JANUARY 14 (legislative day, JANUARY 9), 1963

Mr. ANDERSON (for himself, Mr. JACKSON, Mr. MILLER, Mr. METCALF, and Mr. AIKEN) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Congress finds and declares that the general wel-
4 fare of the Nation requires that all American people of
5 present and future generations shall be assured such quantity
6 and quality of outdoor recreation resources as are necessary
7 and desirable, and that prompt and coordinated action is
8 required by all levels of government and by private inter-
9 ests on a nationwide basis to conserve, develop, and utilize

1 such resources for the benefit and enjoyment of the Amer-
2 ican people.

3 SEC. 2. In order to carry out the purposes of this Act,
4 the Secretary of the Interior is authorized, after consulta-
5 tion with the Recreation Advisory Council and with the
6 heads of Federal departments and agencies concerned, to
7 perform the following functions and activities:

8 (a) INVENTORY.—Prepare and maintain a continuing
9 inventory and evaluation of outdoor recreation needs and
10 resources of the United States, including to the extent prac-
11 ticable the Commonwealth of Puerto Rico, the Virgin Is-
12 lands, Guam, and American Samoa.

13 (b) CLASSIFICATION.—Prepare a system for classifica-
14 tion of outdoor recreation resources to assist in the effective
15 and beneficial use and management of such resources.

16 (c) NATIONWIDE PLAN.—Formulate and maintain a
17 comprehensive nationwide outdoor recreation plan, taking
18 into consideration the plans of the various Federal agencies,
19 States and their political subdivisions. The plan shall set
20 forth the needs and demands of the public for outdoor
21 recreation and the current and foreseeable availability in the
22 future of outdoor recreation resources to meet those needs.
23 The plan shall identify critical outdoor recreation problems,
24 recommend solutions, and identify the desirable actions to
25 be taken at each level of government and by private interests.

1 The Secretary shall transmit the initial plan, which shall be
2 prepared as soon as practicable within five years hereafter,
3 to the President for transmittal to the Congress. Future
4 revisions of the plan shall be similarly transmitted at suc-
5 ceeding five-year intervals. When a plan or revision is
6 transmitted to the Congress, the Secretary shall transmit
7 copies to the Governors of the several States.

8 (d) TECHNICAL ASSISTANCE.—Provide technical as-
9 sistance and advice to and cooperate with States, political
10 subdivisions, and nonprofit organizations with respect to out-
11 door recreation.

12 (e) REGIONAL COOPERATION.—Encourage interstate
13 and regional cooperation in the planning, acquisition, and
14 development of outdoor recreation resources.

15 (f) RESEARCH AND EDUCATION.—(1) Sponsor, en-
16 gage in, and assist in research relating to outdoor recreation,
17 directly or by contract or cooperative agreements, and make
18 payments for such purposes without regard to the limitations
19 of section 3648 of the Revised Statutes (31 U.S.C. 529)
20 concerning advances of funds when he considers such action
21 in the public interest; (2) undertake studies and assemble
22 information concerning outdoor recreation, directly or by
23 contract or cooperative agreement, and disseminate such in-
24 formation without regard to the provisions of section 321n,
25 title 39, United States Code; and (3) cooperate with

1 educational institutions and others in order to assist in estab-
2 lishing education programs and activities and to encourage
3 public use and benefits from outdoor recreation.

4 (g) INTERDEPARTMENTAL COOPERATION.—(1) Co-
5 operate with and provide technical assistance to Federal
6 departments and agencies and obtain from them information,
7 data, reports, advice, and assistance that are needed and can
8 reasonably be furnished in carrying out the purposes of this
9 Act; and (2) promote coordination of Federal plans and
10 activities generally relating to outdoor recreation. Any de-
11 partment or agency furnishing advice or assistance hereunder
12 may expend its own funds for such purposes, with or with-
13 out reimbursement, as may be agreed to by that agency.

14 (h) DONATIONS.—Accept and use donations of money,
15 property, personal services, or facilities for the purposes of
16 this Act.

A BILL

To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

By Mr. ANDERSON, Mr. JACKSON, Mr. MILLER,
Mr. METCALF, and Mr. AIKEN

JANUARY 14 (legislative day, JANUARY 9), 1963

Read twice and referred to the Committee on Interior
and Insular Affairs

monument, and not subjected to multiple use. Public accommodations should be kept outside the confines of the monument, so that they will not spoil its appearance, yet will contribute to the economic welfare of the Ozark country. Overuse of the wilderness areas should be carefully guarded against.

These, in our opinion, are the essentials of a good bill. Whether the method used to attain them is land purchase or scenic easements might well be left to the Park Service, provided, of course, it retained full freedom of choice and normal condemnation powers.

Mr. Udall as well as Members of the House and of the Senate have familiarized themselves with the area by floating its streams. Its assets have been described in detail in the reports of State and Federal agencies and at House and Senate hearings. Mr. Kennedy is convinced that this portion of the Ozark country is a natural treasure which should be preserved by the Nation. But as Mr. Udall said, Americans—and especially Missourians—must move promptly or see it lost irretrievably.

[From the Kansas City (Mo.) Times,
Oct. 17, 1962]

ANOTHER CHANCE FOR THE PARKS—MISSOURI AND KANSAS PROJECTS DESERVE TOP PRIORITY IN THE NEW CONGRESS

Among the many bills that died with the 87th Congress were two that would have created Prairie National Park in Kansas and the Ozark Rivers National Monument in Missouri. Both were high priority projects at the beginning of the session. We believe they are priority projects today. An intensive effort should be made to add both areas to the national park system during the 88th Congress.

On his visit to Kansas City, Conrad L. Wirth, the National Park Director, again emphasized the importance of both of the proposed parks. Wirth is not alone in this belief. This year, however, both were squeezed out by projects that had greater political priority.

Repeatedly the Current River, especially in spring and autumn, has been described as the most beautiful free-flowing river left in America. This stream and others—the eleven Point and Jacks Fork—meander through the Missouri wilderness of dense forest and rolling hills. Although some 20 million Americans live within an easy day's drive, this Ozark area remains today much as it appeared when the first white man saw it.

Prairie Park would be carved from the Flint Hills of Kansas. An area of about 60,000 acres touching on the shore of the Tuttle Creek Reservoir, near Manhattan, would be set aside to preserve an area rich in beauty and history. Here the trappers and the wagon trains passed on the way west, as the frontier was pushed toward the Pacific. The land would be returned to its original state of tall prairie grass and the original game, buffalo, elk, antelope, and deer. The project has inspired tremendous interest because it would be unique.

The administration has an added obligation to the Middle West. The President has been determined in his drive to turn more land over to the National Park Service. These successes have already been achieved: Cape Cod (in the President's home State), Padre Island (in the home State of the Vice President) and Point Reyes (in California, where Pat Brown, the Democratic Governor, won reelection against Richard Nixon, the former Vice President).

In all fairness, these three natural wonderlands belong to the Nation. They merit preservation and they are now in the process of becoming a part of the national park system. It seems to us that the Ozark Rivers and Prairie Park, among others, also belong to the Nation and should be preserved.

In the early days of the 88th Congress, bills will again be introduced to carve out Prairie and the Ozark playgrounds. The Middle West will expect the administration to be as determined an advocate for these proposed parks as it was for Cape Cod, Padre Island, and Point Reyes. If Prairie and Ozark Rivers are approved, the Middle West would take its proper place on the national park map of America.

DEVELOPMENT OF EFFECTIVE PROGRAMS RELATING TO OUTDOOR RECREATION

Mr. ANDERSON. Mr. President, I introduce, for appropriate reference, for myself, Senator JACKSON, Senator MILLER, Senator METCALF, and Senator AIKEN, the bill transmitted to the Congress under date of January 11, 1963, by Secretary of Interior Udall known as the Organic Act for the Bureau of Outdoor Recreation.

In 1958 Congress approved the establishment of an Outdoor Recreation Resources Review Commission to make a study of the Nation's needs in the recreation field. The study was made and disclosed rapidly mounting demands on our recreational facilities and resources. Our citizens engaged in about 4 billion recreation activity occasions in 1960. That will triple by the year 2000.

The Commission, chaired by Mr. Laurence Rockefeller, included four Members of the Senate, four Members of the House of Representatives and seven citizens appointed by the President. At the conclusion of its studies, the Commission recommended the establishment of a Bureau of Outdoor Recreation in the Department of the Interior to perform several staff functions which would assist local governments, States, and the Federal agencies in meeting recreation facility needs in an adequate and orderly way.

Secretary of the Interior Udall established the Bureau last year, appointing Edward C. Crafts, an Assistant Chief of the Forest Service from the Department of Agriculture, as its Director. Existing recreation planning functions of the Secretary of the Interior were placed in the new Bureau. But the Secretary did not have the authority to give the Bureau several assignments recommended by the Outdoor Recreation Resources Review Commission.

There is needed a continuing inventory of outdoor recreation facilities in the Nation, so we will know where we stand in meeting the growing demand for recreational opportunity. There is needed a common system of classification of such facilities, so their usefulness in providing varying types of recreational opportunity can be identified.

The Outdoor Recreation Resources Review Commission found that the States would be key in meeting the Nation's recreation facility needs. The greatest demand will be for areas relatively close to centers of population—not more than 100 to 150 miles from home—where people can enjoy the simpler pleasures: picnicking, swimming, walking or hiking, bicycling and sightseeing. There is need for State planning and State programs to meet this demand, and

consequently for a national center to which the States can turn for guidance and technical assistance and information in meeting their responsibilities.

The authorities and responsibilities given the Secretary of the Interior, to be administered through the Bureau of Outdoor Recreation, through the bill just introduced include maintenance of an inventory, establishment of a classification system, provision of technical assistance, encouragement of regional cooperation by the States in developing facilities, conducting research in the recreation field which the Outdoor Recreation Resources Review Commission found to be needed, cooperating with educational institutions in developing personnel and disseminating knowledge of recreation, and promoting coordination of Federal activities in the recreation field.

The Bureau will also serve as the staff agency for the Recreation Advisory Council, composed of the Secretaries of Interior, Agriculture, Defense, Commerce and HEW, and the administrator of the Housing and Home Finance Agency.

This measure parallels a bill enacted by the Senate in the last session of Congress with one major exception. Last year's bill provided for aid to States in developing State recreation plans. This provision is omitted from the present bill and is to be included in a companion measure establishing a conservation fund which will be shared by the States and Federal Government to finance planning, acquisition and development of recreation facilities.

Secretary Udall hopes to clear the conservation fund bill with other Departments of the executive branch, as the bill now offered has been cleared, and submit it to the Congress very soon.

It is my hope that these measures can be considered and enacted without undue delay by the Congress so the program which the Congress started in 1958 to meet the Nation's recreation needs can move forward.

Mr. President, I ask unanimous consent to have Secretary Udall's letter to the President of the Senate and the text of the bill he transmitted, which is now introduced, printed in the RECORD.

The VICE PRESIDENT. The bill will be received and appropriately referred; and, without objection, the letter and bill will be printed in the RECORD.

The bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, introduced by Mr. ANDERSON (for himself and other Senators), was received, read twice by its title, and referred to the Committee on Interior and Insular Affairs.

The letter and bill presented by Mr. ANDERSON are as follows:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., January 11, 1963.

HON. LYNDON B. JOHNSON,
President of the Senate,
Washington, D.C.

DEAR MR. PRESIDENT: Enclosed is a draft of proposed legislation, "to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes."

We suggest that the bill be referred to the appropriate committee for consideration, and we recommend that it be enacted.

This proposed legislation is intended primarily as the organic act for the Bureau of Outdoor Recreation. Its purpose is to outline the general administrative responsibilities and functions to be exercised in the future by this Department through that Bureau. It is designed to accomplish as effectively as possible certain purposes expressed by the Outdoor Recreation Resources Review Commission in its report of January 31, 1962, to the President and to the Congress as required by the act of June 28, 1958 (72 Stat. 238).

The report of the Outdoor Recreation Resources Review Commission emphasizes the fact that the provision of adequate and diverse outdoor recreation opportunities for the American people requires carefully planned and effectively coordinated efforts by all levels of governments and by private citizens and interests. Also, in the President's 1962 message to the Congress on conservation, he proposed executive and legislative action to implement certain recommendations of the Outdoor Recreation Resources Review Commission. To this end, the President issued an Executive order establishing a cabinet level Recreation Advisory Council.

In addition, the Bureau of Outdoor Recreation has been created as a result of the recommendations made by the Outdoor Recreation Resources Review Commission. In this connection, we wish to commend the Commission for its thorough and farsighted report which, in our judgement, will be of incalculable value to the Nation. We note that the Senate Committee on Interior and Insular Affairs, in its report No. 1825, on S. 3117, 87th Congress, a bill that is similar in part to this proposal, stated: "Two of the Commission's major recommendations were (1) that a Bureau of Outdoor Recreation should be established in the Department of the Interior to have 'overall responsibility for leadership of a nationwide effort by coordinating the various Federal programs and assisting other levels of government to meet the demands for outdoor recreation,' and (2) that the States should play a pivotal role in making outdoor recreation opportunities available to citizens."

We are now carrying out through the Bureau of Outdoor Recreation the functions of general park, parkway, and recreation area planning and cooperation with the States and other agencies pursuant to the act of June 23, 193 (16 U.S.C. 17 k-n). We have assigned to the Bureau also certain responsibilities relating to the disposal of Federal surplus real properties to States and political subdivisions thereof for park, recreation, and historic monument purposes (sec. 203 of Federal Property and Administrative Services Act, as amended (40 U.S.C. 484)). It is responsible also for cooperation with the Housing and Home Finance Administrator with regard to the making of Federal grants for the acquisition of open space (title VII, sec. 702(e) of the Housing Act of 1961 (75 Stat. 149)).

In addition to the above functions the Bureau of Outdoor Recreation also serves in a staff or secretariat capacity to the Recreation Advisory Council established by President Kennedy in Executive Order 11017 issued on April 27, 1962, as amended by Executive Order 11069 of November 28, 1962. This Council is composed of the Secretary of the Interior, Secretary of Agriculture, Secretary of Defense, Secretary of Commerce, Secretary of Health, Education, and Welfare, and the Administrator of the Housing and Home Finance Agency. The Secretary of the Interior is at present Chairman of the Council but the chairmanship is to be rotated among the officials in the order named for terms of 2 years each. The independence of the Bureau,

without regard to the department in which it may be housed, in its actions and contacts whenever it is serving in its capacity of staff or secretariat to the Council is essential for the Council to function properly and to make effective use of the Bureau. This independence is now recognized and maintained. It would be preserved and would continue upon enactment of the draft bill.

The proposed bill herewith transmitted is essentially the same as the provisions of title I of S. 3117 of the 87th Congress, which was passed by the Senate. Briefly, this proposed legislation will provide a more appropriate administrative basis for our activities in the field of outdoor recreation. The bill would authorize the Secretary of the Interior, in carrying out the purposes of the act, to prepare and maintain a continuing inventory and evaluation of all outdoor recreation needs and resources of the United States, including, to the extent practicable, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa. It provides for the preparation of a system for the classification of outdoor recreation resources as a basis for the most effective and beneficial use and management of such resources. It provides for the formulation and maintenance of a comprehensive nationwide outdoor recreation plan. Technical assistance and advice to the States, political subdivisions, and nonprofit organizations for purposes of the act would be authorized. In recognition of the key role of the States and for proper coordination, we anticipate that assistance to political subdivisions will be rendered through or in cooperation with State agencies. The Secretary would be authorized also to encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources. Research and education in this field also would be prescribed, which would be an important phase of our work. An important feature of the bill relates to interdepartmental cooperation, which we are hopeful will provide a satisfactory basis for the exchange of information and the rendering of assistance in accomplishing the purposes of the Federal Government through its several agencies relating to outdoor recreation. Lastly, the bill would authorize the acceptance and use of donations of money and other property, personal services, or facilities for purposes of the act.

In conclusion, we feel that the enactment of this bill is essential for us to carry out our responsibilities in this field. It will permit us to cooperate with and assist other Federal agencies which are similarly interested. We appreciate the considerable interest that has been shown by Members of the Congress in this matter and believe this proposal has a very high potential in terms of future public benefits in the field of outdoor recreation, which is recognized to be of tremendous but incalculable value to the Nation.

We have been advised by the Bureau of the Budget that the enactment of this proposed legislation would be in accord with the President's program.

Sincerely yours,

STEWART L. UDALL,
Secretary of the Interior.

A BILL TO PROMOTE THE COORDINATION AND DEVELOPMENT OF EFFECTIVE FEDERAL AND STATE PROGRAMS RELATING TO OUTDOOR RECREATION, AND FOR OTHER PURPOSES

Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled, That the Congress finds and declares that the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable, and that prompt and coordinated action is required by all levels of

government and by private interests on a nationwide basis to conserve, develop and utilize such resources for the benefit and enjoyment of the American people.

SEC. 2. In order to carry out the purposes of this Act, the Secretary of the Interior is authorized, after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned, to perform the following functions and activities:

(a) **INVENTORY.**—Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States, including to the extent practicable the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

(b) **CLASSIFICATION.**—Prepare a system for classification of outdoor recreation resources to assist in the effective and beneficial use and management of such resources.

(c) **NATIONWIDE PLAN.**—Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States, and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and identify the desirable actions to be taken at each level of government and by private interests. The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

(d) **TECHNICAL ASSISTANCE.**—Provide technical assistance and advice to and cooperate with States, political subdivisions, and nonprofit organizations with respect to outdoor recreation.

(e) **REGIONAL COOPERATION.**—Encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

(f) **RESEARCH AND EDUCATION.**—(1) Sponsor, engage in, and assist in research relating to outdoor recreation, directly or by contract or cooperative agreements, and make payments for such purposes without regard to the limitations of section 3648 of the Revised Statutes (31 U.S.C. 529) concerning advances of funds when he considers such action in the public interest; (2) undertake studies and assemble information concerning outdoor recreation, directly, or by contract or cooperative agreement, and disseminate such information without regard to the provisions of 39 U.S.C. 321n; (3) cooperate with educational institutions and others in order to assist in establishing education programs and activities and to encourage public use and benefits from outdoor recreation.

(g) **INTERDEPARTMENTAL COOPERATION.**—(1) Cooperate with and provide technical assistance to Federal departments and agencies and obtain from them information, data, reports, advice, and assistance that are needed and can reasonably be furnished in carrying out the purposes of this Act; (2) promote coordination of Federal plans and activities generally relating to outdoor recreation. Any department or agency furnishing advice or assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

(h) **DONATIONS.**—Accept and use donations of money, property, personal services, or facilities for the purposes of this Act.

88TH CONGRESS
1ST SESSION

H. R. 1762

IN THE HOUSE OF REPRESENTATIVES

JANUARY 14, 1963

Mr. ASPINALL introduced the following bill; which was referred to the Committee on Interior and Insular Affairs

A BILL

To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Congress finds and declares that the general wel-
4 fare of the Nation requires that all American people of
5 present and future generations shall be assured such quantity
6 and quality of outdoor recreation resources as are necessary
7 and desirable, and that prompt and coordinated action is
8 required by all levels of government and by private interests
9 on a nationwide basis to conserve, develop, and utilize such

1 resources for the benefit and enjoyment of the American
2 people.

3 SEC. 2. In order to carry out the purposes of this Act,
4 the Secretary of the Interior is authorized, after consultation
5 with the Recreation Advisory Council and with the heads
6 of Federal departments and agencies concerned, to perform
7 the following functions and activities:

8 (a) INVENTORY.—Prepare and maintain a continuing
9 inventory and evaluation of outdoor recreation needs and
10 resources of the United States, including, to the extent prac-
11 ticable, the Commonwealth of Puerto Rico, the Virgin
12 Islands, Guam, and American Samoa.

13 (b) CLASSIFICATION.—Prepare a system for classifica-
14 tion of outdoor recreation resources to assist in the effective
15 and beneficial use and management of such resources.

16 (c) NATIONWIDE PLAN.—Formulate and maintain a
17 comprehensive nationwide outdoor recreation plan, taking
18 into consideration the plans of the various Federal agencies,
19 States, and their political subdivisions. The plan shall set
20 forth the needs and demands of the public for outdoor recrea-
21 tion and the current and foreseeable availability in the future
22 of outdoor recreation resources to meet those needs. The
23 plan shall identify critical outdoor recreation problems, rec-
24 ommend solutions, and identify the desirable actions to be
25 taken at each level of government and by private interests.

1 The Secretary shall transmit the initial plan, which shall be
2 prepared as soon as practicable within five years hereafter,
3 to the President for transmittal to the Congress. Future
4 revisions of the plan shall be similarly transmitted at succeed-
5 ing five-year intervals. When a plan or revision is trans-
6 mitted to the Congress, the Secretary shall transmit copies
7 to the Governors of the several States.

8 (d) TECHNICAL ASSISTANCE.—Provide technical as-
9 sistance and advice to and cooperate with States, political
10 subdivisions, and nonprofit organizations with respect to
11 outdoor recreation.

12 (e) REGIONAL COOPERATION.—Encourage interstate
13 and regional cooperation in the planning, acquisition, and
14 development of outdoor recreation resources.

15 (f) RESEARCH AND EDUCATION.—(1) Sponsor, engage
16 in, and assist in research relating to outdoor recreation,
17 directly or by contract or cooperative agreements, and make
18 payments for such purposes without regard to the limitations
19 of section 3648 of the Revised Statutes (31 U.S.C. 529)
20 concerning advances of funds when he considers such action
21 in the public interest, (2) undertake studies and assemble
22 information concerning outdoor recreation, directly or by
23 contract or cooperative agreement, and disseminate such
24 information without regard to the provisions of section 321n,
25 title 39, United States Code, and (3) cooperate with educa-

1 tional institutions and others in order to assist in establishing
2 education programs and activities and to encourage public
3 use and benefits from outdoor recreation.

4 (g) INTERDEPARTMENTAL COOPERATION.—(1) Co-
5 operate with and provide technical assistance to Federal de-
6 partments and agencies and obtain from them information,
7 data, reports, advice, and assistance that are needed and can
8 reasonably be furnished in carrying out the purposes of this
9 Act, and (2) promote coordination of Federal plans and
10 activities generally relating to outdoor recreation. Any
11 department or agency furnishing advice or assistance here-
12 under may expend its own funds for such purposes, with or
13 without reimbursement, as may be agreed to by that agency.

14 (h) DONATIONS.—Accept and use donations of money,
15 property, personal services, or facilities for the purposes of
16 this Act.

A BILL

To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

By Mr. ASPINALL

JANUARY 14, 1963

Referred to the Committee on Interior and Insular Affairs

A BILL

For the purpose of providing for the better management of the public lands of the State of California, and for other purposes.

Be it enacted by the People of the State of California, in Senate Session, that

Section 1.

There shall be a commission to be known as the California Land Commission, composed of the following members:

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued February 26, 1963
For actions of February 25, 1963
88th-1st, No. 28

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		Summer jobs.....8
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		Water compact.....26
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		Wheat.....28
		Wilderness.....1

HIGHLIGHTS: Senate committee voted to report outdoor recreation development bill. Sen. Symington commended farm program. Sen. Hruska criticized farm program. Sen. Humphrey commended use of surplus wheat to help build school in Pakistan. Sen. Curtis criticized effects of USDA policies on cattle prices. Sen. Lausche criticized proposed U. N. agricultural aid to Cuba. House to consider CCC and P. L. 480 supplemental appropriation measure Wed., Feb. 27.

SENATE

1. **FORESTRY.** The Interior and Insular Affairs Committee voted to report (but did not actually report) with amendments S. 20, to promote the coordination and development of effective Federal and State programs relating to outdoor recreation. p. D80

Sen. Mundt urged protection for the domestic lumber industry and inserted a S. Dak. Legislature resolution urging the use of a quota system or other means to restrict lumber imports. p. 2747

The names of Sens. Bartlett, Bennett, Cannon, Dominick, Fong, Goldwater, Hayden, Jordan (Ida.), Lausche, Mechem, Mundt, Randolph, Simpson, and Thurmond were added as cosponsors of S. 4 to provide for the establishment of a National Wilderness Preservation System. p. 2744

Received a Ky. Legislature resolution favoring appropriations for the development of the Devils Jump Dam and Reservoir in Ky. and Tenn., including the use of national forest lands for this purpose. p. 2732

2. FARM PROGRAM. Sen. Symington referred to recent "pessimism with respect to the progress of the farm program under this administration," and inserted statistics on farm income, and reduction of commodity surpluses to show that the "American farmer is making steady and significant progress." pp. 2776-7

Sen. Hruska criticized the administration's farm program and urged less controls over agriculture, stating that "We should begin by taking the farmer from the precipice where the Kennedy-Freeman schemes put him with an order to jump, or else, and lead him gradually to the safety of the free and open market." pp. 2799-2800

Sen. Curtis expressed concern over cattle prices, stated that "Agriculture is facing serious trouble because of the lack of realism and clear thinking on the part of the Government and because of unsound policies being followed with respect to world trade," and urged an investigation of the marketing of meat and the impact of the chainstores on meat purchasing. pp. 2774-5

The name of Sen. Allott was added as an additional cosponsor of S. 557, to amend The Tariff Act of 1930 so as to impose additional duties on cattle, beef and veal imports. p. 2743

3. RECLAMATION. Received from Interior a proposed bill "permitting the Secretary of the Interior to continue to deliver water to lands in the third division, Riverton reclamation project, Wyoming"; to Interior and Insular Affairs Committee. p. 2732

4. Senate continued on page 4.

HOUSE

5. APPROPRIATIONS. Agreed to Rep. Whitten's request for consideration Feb. 27, of a "special resolution and report from the Appropriations Committee which will provide supplemental funds for Public Law 480 and Commodity Credit Corporation operations for the balance of the fiscal year 1963." Reps. Whitten, Brown, and Jensen discussed the merits of the proposal. pp. 2803-4

6. BANKING. Rep. Pelly discussed the lending authority of the Export-Import Bank and inserted a letter signed by 88 House members opposing "back-door" financing of the bank. pp. 2807-8

7. ATOMIC ENERGY. Rep. Hall criticized use of the U.N. Special Fund for agricultural nuclear research in Yugoslavia and inserted an item about the uses of isotopes in agriculture. pp. 2809-10

8. PERSONNEL. Rep. Widnall warned against a proposed patronage clearance system in the Government's summer employment of students, stated that "a majority of the present jobs are unjustifiable," suggested the increased use of White House seminars, and inserted three articles critical of the patronage system. pp. 2815-6

9. LEGISLATIVE PROGRAM. Rep. Albert stated that the supplemental appropriation bill and various resolutions for committee investigations will be considered Feb. 27. p. 2814.

ITEMS IN APPENDIX

10. FOREIGN AFFAIRS. Extension of remarks of Rep. Abernethy criticizing proposed U.N. agricultural aid to Cuba and inserting an article on this subject. p.A908

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
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Issued February 28, 1963
For actions of February 27, 1963
88th-1st; No. 30

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		Surplus commodities....31
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		Year Book.....26
		Youth corps.....28

HIGHLIGHTS: House passed CCC supplemental appropriation measure. Senate subcommittee voted to report outdoor recreation development bill. Senate committee voted to report Renne nomination. Senate committee announced hearings on dairy legislation starting Mar. 18. Rep. Olsen urged additional funds for forest research. Rep. Langen introduced and discussed bill to prohibit importation of agricultural commodities already in surplus.

SENATE

1. NOMINATION. The Agriculture and Forestry Committee voted to report the nomination of Dr. Ronald R. Renne to be an Assistant Secretary of Agriculture and a member of the Board of Directors of the Commodity Credit Corporation. p. D87
2. LANDS;RESEARCH. The Agriculture and Forestry Committee voted to report (but did not actually report) without amendment S. 24, to authorize an exchange of lands at the ARS Southern Regional Research Laboratory with the city of New Orleans. p. D87
3. COMMITTEE ASSIGNMENTS. The Agriculture and Forestry Committee announced the appointment of subcommittees as follows: p. D87

Soil Conservation and Forestry - Sens. Eastland (chairman), Johnston, Proxmire, McCarthy, Neuberger, Aiken, Hickenlooper, and Boggs.

Agricultural Credit and Rural Electrification - Sens. Holland (chairman), Talmadge, McGovern, Edmondson, Cooper, Boggs, and Mechem.

Agricultural Production, Marketing, and Stabilization of Prices - Sens. Johnston (chairman), Holland, Proxmire, Jordan, Talmadge, McCarthy, Aiken, Young (N. Dak.), and Mechem.

Agricultural Research and General Legislation - Sens. Jordan (chairman), Eastland, Neuberger, Edmondson, McGovern, Hickenlooper, Young (N. Dak.), and Cooper.

Special Watershed Subcommittee - Sens. Talmadge, McCarthy, and Cooper.

4. DAIRY PROGRAM. The Agriculture and Forestry Committee announced that it had scheduled hearings to begin on March 18 on pending dairy legislation. p.D87

HOUSE

5. APPROPRIATIONS. By a vote of 254 to 154, passed without amendment H. J. Res. 284, which includes \$508,172,000 for reimbursement to the Commodity Credit Corporation for Title I, Public Law 480 activities for fiscal year 1963, for sale of surplus agricultural commodities for foreign currencies. pp. 2885-90
6. FARM LABOR. Rep. Teague commended the Mexican farm labor program and inserted an article entitled "Grapes of Wrath Rot in the Sun" which he stated answers "the charge that our farmers do not need the Mexican labor." p. 2918
7. OUTDOOR RECREATION. The National Parks Subcommittee of the Interior and Insular Affairs Committee voted to report to the full committee, with amendment, H. R. 1762 to promote the coordination and development of effective Federal and State programs relating to outdoor recreation. p. D90
8. FOREST RESEARCH. Rep. Olsen, Mont., proposed additional funds for forest research in Mont. and urged the "Federal Government to be a leader in the field of forest resource management." p. 2931
9. EXPENDITURES. Rep. Wilson, Ind., suggested that persons desiring to cut Government expenditures "either do not know where and how to go about it or do not care to put forth the necessary effort to be effective." pp. 2883-4
10. COMMITTEES. Agreed to resolutions providing funds for investigations by House Committees, including the Agriculture Committee. pp. 2891-2917
11. EDUCATION. Rep. Keith urged enactment of his bill for continued Federal aid for schools in federally impacted areas. pp. 2919-20.
12. FOREIGN AID. Rep. Hall criticized the United Nations Special Fund for providing aid to Cuba and other nations "committed to burying the free Western civilization." pp. 2920-1
Rep. McDowell spoke in favor of continued foreign aid for Poland and inserted an article, "Letter from Warsaw." pp. 2931-6
13. VOCATIONAL REHABILITATION. Received from Health, Education, and Welfare a proposed bill "to amend the Vocational Rehabilitation Act to assist in providing more flexibility in the financing and administration of State rehabilitation programs, and to assist in expansion of services and facilities provided under such programs, particularly for the mentally retarded and other groups presenting special vocational rehabilitation problems"; to Education and Labor Committee. p. 2936

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
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Issued March 1, 1963
For actions of Feb. 28, 1963
88th-1st; No. 31

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				Water resources.....	20
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				Youth corps.....	5,33

HIGHLIGHTS: Senate committees reported CCC supplemental appropriation measure and outdoor recreation development bill. Both Houses received President's civil rights message including recommended amendment on land grant colleges. Senate committee reported Renne nomination. Sen. Morse expressed concern over Common Market restrictions on agricultural imports. Rep. Cooley criticized sugar amendments of 1962. Sen. Magnuson introduced bill to provide two additional Assistant Secretaries in this Department. Sen. Hart introduced and discussed dairy bill. Sen. Tower submitted measure to provide gradual termination of Federal farm controls.

HOUSE

1. CIVIL RIGHTS. Both Houses received the President's civil rights message; to Judiciary Committees (pp. 3085-6, 2941). The President recommended elimination of the reference to "separate but equal" education facilities in the Morrill Land Grant College Act and reported on civil-rights progress in various areas, including Federal Government employment, use of national forests, and housing financed by the Farmers Home Administration.
2. FOREIGN AID. Rep. Monagan urged that the members of the President's Foreign Aid Study Committee take a critical approach in reviewing new proposals for foreign aid authorization. pp. 3070-1
Rep. Hall inserted a table listing the projects of the U. N. Special Fund. pp. 3071-7

3. SUGAR. Rep. Cooley criticized the 1962 amendments to the Sugar Act and discussed the sugar situation. pp. 3088-95
4. APPROPRIATIONS. Rep. Pelly urged record votes on all spending bills and claimed that the recent CCC request was substantially the result of aiding Poland and Yugoslavia. pp. 3098-9
5. YOUTH CONSERVATION. Rep. Hechler urged a larger scope for the Youth Conservation Corps than was recommended by the Administration. pp. 3106-7
6. EXPORT CONTROL. Received from Commerce a quarterly report on export control. p. 3108
7. PERSONNEL. Received a report from the Civil Service Commission on supergrade positions. p. 3108
8. EXPORT-IMPORT BANK. The Banking and Currency Committee voted to report (but did not actually report) H. R. 3872, to increase the lending authority of the Export Import Bank, and to extend its life. p. D95
9. RECLAMATION. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 1892, amended, to repeal the Pittman Act authorizing underground-water reclamation grants. p. D95
10. ADJOURNED until Mon., Mar. 4 when the Consent Calendar will be considered. p. 3070

SENATE

11. APPROPRIATIONS. The Appropriations Committee reported without amendment H. J. Res. 284, which includes \$508,172,000 for reimbursement to the Commodity Credit Corporation for Title I, Public Law 480 activities for fiscal year 1963, for sale of surplus agricultural commodities for foreign currencies (S. Rept. 9). Sen. Holland stated that "we hope to take up the measure in the shortest possible time." p. 2945
12. OUTDOOR RECREATION. The Interior and Insular Affairs Committee reported with amendments S. 20, to promote the coordination and development of effective Federal and State programs relating to outdoor recreation (S. Rept. 11). p. 2945
13. NOMINATION. The Agriculture and Forestry Committee reported the nomination of Dr. Roland R. Renne to be an Assistant Secretary of Agriculture and a member of the Board of Directors of the Commodity Credit Corporation. pp. 2941-2
14. FOREIGN TRADE. Sen. Morse expressed concern over European Common Market "tariff walls being erected against agricultural products," and inserted two articles discussing possible restrictions in the future on U. S. exports to Common Market countries. pp. 3007-9
15. FARM PROGRAM. Sen. Morse inserted and commended an article pointing out the importance of agriculture to the domestic economy and stating that agriculture is the largest single industry in the U. S. p. 3007
16. GRAZING FEES. Received a Colo. Legislature resolution urging Congress to direct the Bureau of Land Management to withhold any adjustments in domestic livestock grazing fees until congressional hearings have been held on the matter. p. 2944

FEDERAL AND STATE PROGRAMS RELATING TO OUTDOOR RECREATION

FEBRUARY 28, 1963.—Ordered to be printed

Mr. ANDERSON, from the Committee on Interior and Insular Affairs,
submitted the following

R E P O R T

[To accompany S. 20]

The Committee on Interior and Insular Affairs, to whom was referred the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill, as amended, do pass.

PURPOSE OF THE BILL

The text of S. 20 was submitted to Congress by the Secretary of the Interior to implement a number of recommendations which the Outdoor Recreation Resources Review Commission made in its report to the President and Congress on January 31, 1962.

The Commission recommended, after a 3-year study, that a Bureau of Outdoor Recreation be established in the Department of the Interior to—

have overall responsibility for leadership of a nationwide effort by coordinating the various Federal programs and assisting other levels of government to meet the demands for outdoor recreation.

Such a Bureau of Outdoor Recreation was established April 2, 1962, by order of the Secretary of the Interior. The order transferred to the Bureau the nationwide recreation planning functions and cooperative relations with States, previously carried on by the National Park Service under the act of June 23, 1936, as recommended by the Outdoor Recreation Resources Review Commission.

In order to carry out other functions recommended by the Commission, it is necessary to give the Secretary of the Interior, for execu-

tion through the Bureau of Outdoor Recreation, the additional authorities and responsibilities detailed in S. 20.

The Outdoor Recreation Resources Review Commission recommended the adoption of a system of classification of recreation areas, ranging from mass use areas to primitive, historic, and unique areas, to facilitate the coordination of the recreation programs of various agencies, the various levels of government, and private interests, and to improve management and administration.

In proposing the Bureau of Outdoor Recreation, the Commission suggested:

The proposed Bureau would have six major functions: (1) coordinate related Federal programs; (2) stimulate and provide assistance to State planning; (3) administer grants-in-aid; (4) sponsor and conduct research; (5) encourage interstate and regional cooperation; and (6) formulate a nationwide plan on the basis of State, regional, and Federal plans.

In its further exposition of the Bureau's function, the Outdoor Recreation Resources Review Commission suggested maintenance of the inventory of national outdoor recreation facilities, first assembled by the Commission, on a continuing basis, stimulation of donations to the recreation program, provision of technical assistance to both public and private agencies in the recreation field, and the conduct of educational programs.

All of these proposed functions, except administration of a grants-in-aid program, which is proposed in the President's pending land and water conservation fund bill (S. 859), have been covered and authorized in S. 20 under subsections dealing with inventory, classification, nationwide plan, technical assistance, regional cooperation, research and education, interdepartmental cooperation, and donations.

AMENDMENTS

The committee has adopted three amendments.

On page 2, in lines 10, 11 and 12, language making the inventory provision applicable to Puerto Rico, the Virgin Islands, Guam, and American Samoa has been stricken. This language omitted reference to the District of Columbia and left in doubt the applicability of other subsections of section 2 to non-State entities which are a part of the United States. In lieu of the stricken language, a new section was added at the end as follows:

SEC. 3. The term "United States" as used in this Act shall include the District of Columbia; and, to the extent practicable in carrying out the provisions of this Act, the terms "United States" and "States" may include the Commonwealth of Puerto Rico, the Virgin Islands, Guam and American Samoa.

On page 3, line 10, there has been inserted after the word "and" the words "private interests including".

The Outdoor Recreation Resources Review Commission recommendations and the bill itself contemplate that a very large part of the Nation's outdoor recreation needs will be met by private interests.

The Commission stated:

The most important single force in outdoor recreation is private endeavor—individual initiative, voluntary groups of many kinds, and commercial enterprise.

The Commission's recommendation 11-1 was:

Government agencies should stimulate diversified commercial recreation investments on private lands and waters.

Among such commercial enterprises, ORRRC mentioned private beaches, summer camps, stables, yacht clubs, boating clubs, ski areas, shooting preserves, and fishing facilities. It then commented:

Technical assistance by State and Federal agencies would, in many instances, be useful in helping new enterprises to start and established ones to improve their operations. This assistance would be particularly effective if carried on in connection with public resources development programs. Reservoirs and highways, for example, often provide an initial stimulus to a variety of private recreation developments. Technical assistance should include information service on potential new fields of outdoor recreation, promotional efforts, and management problems.

The committee agrees with the Commission that private interest groups, both commercial and nonprofit, should be provided technical assistance within the general guidelines to be found in the ORRRC report, and thereby encouraged to cooperate with public agencies in meeting recreational needs.

Private cooperation is especially needed in the field of hunting and fishing, the 7th and 12th ranking outdoor recreation activities, since the bulk of hunting occurs on private lands and access to public waters is quite generally over private property. The propagation of fish and wildlife, which are major recreation resources, is increasingly dependent on management of private waters and lands.

In instances where owners of farmlands, ranches, timberlands, and private waters make their property available for public use without charge, the technical assistance of Government agencies is especially merited.

On page 3, beginning after the word "purposes" in line 18, the committee has stricken all language through the word "interest" in line 21. This deletes the Secretary's authority to make advance payments for research work without regard to the statute requiring delivery of goods and services in advance of payment.

The committee is cognizant of the problem of public agencies and educational institutions, operating on budgeted funds without access to commercial banking credit, to fund the initial costs of research work. However, it feels that the language of the exemption from section 3648 of the Revised Statutes prohibiting advance payments is too broad and has therefore stricken it.

RECOMMENDATION

S. 20 is essentially the same as title I of S. 3117, passed by the Senate in the 2d session of the 87th Congress. Title II of that bill, providing aid to States for recreation planning, has this year been

submitted to Congress by the President in another, companion measure, on which hearings have been set by the Interior and Insular Affairs Committee.

The committee feels that the Bureau of Outdoor Recreation should be activated without undue delay in the fields covered by S. 20 and consequently recommends that the bill, as amended, do pass.

LETTER OF SUBMITTAL

The letter of the Secretary of the Interior to the President of the Senate submitting the draft of S. 20 for consideration follows:

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., January 11, 1963.

HON. LYNDON B. JOHNSON,
President of the Senate,
Washington, D.C.

DEAR MR. PRESIDENT: Enclosed is a draft of proposed legislation to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

We suggest that the bill be referred to the appropriate committee for consideration, and we recommend that it be enacted.

This proposed legislation is intended primarily as the organic act for the Bureau of Outdoor Recreation. Its purpose is to outline the general administrative responsibilities and functions to be exercised in the future by this Department through that Bureau. It is designed to accomplish as effectively as possible certain purposes expressed by the Outdoor Recreation Resources Review Commission in its report of January 31, 1962, to the President and to the Congress as required by the act of June 28, 1958 (72 Stat. 238).

The report of the Outdoor Recreation Resources Review Commission emphasizes the fact that the provision of adequate and diverse outdoor recreation opportunities for the American people requires carefully planned and effectively coordinated efforts by all levels of governments and by private citizens and interests. Also, in the President's 1962 message to the Congress on conservation, he proposed executive and legislative action to implement certain recommendations of the Outdoor Recreation Resources Review Commission. To this end, the President issued an Executive order establishing a Cabinet-level Recreation Advisory Council.

In addition, the Bureau of Outdoor Recreation has been created as a result of the recommendations made by the Outdoor Recreation Resources Review Commission. In this connection, we wish to commend the Commission for its thorough and farsighted report which, in our judgment, will be of incalculable value to the Nation. We note that the Senate Committee on Interior and Insular Affairs, in its Report No. 1825, on S. 3117, 87th Congress, a bill that is similar in part to this proposal, stated: "Two of the Commission's major recommendations were (1) that a Bureau of Outdoor Recreation should be established in the Department of the Interior to have 'overall responsibility for leadership of a nationwide effort by coordinating the various Federal programs and assisting other levels of

government to meet the demands for outdoor recreation,' and (2) that the States should play a pivotal role in making outdoor recreation opportunities available to citizens."

We are now carrying out through the Bureau of Outdoor Recreation the functions of general park, parkway, and recreation area planning and cooperation with the States and other agencies pursuant to the act of June 23, 1936 (16 U.S.C. 17k-n). We have assigned to the Bureau also certain responsibilities relating to the disposal of Federal surplus real properties to States and political subdivisions thereof for park, recreation, and historic monument purposes (see. 203 of Federal Property and Administrative Services Act, as amended (40 U.S.C. 484)). It is responsible also for cooperation with the Housing and Home Finance Administrator with regard to the making of Federal grants for the acquisition of open space (title VII, sec. 702(e) of the Housing Act of 1961 (75 Stat. 149)).

In addition to the above functions the Bureau of Outdoor Recreation also serves in a staff or secretariat capacity to the Recreation Advisory Council established by President Kennedy in Executive Order 11017 issued on April 27, 1962, as amended by Executive Order 11069 of November 28, 1962. This Council is composed of the Secretary of the Interior, Secretary of Agriculture, Secretary of Defense, Secretary of Commerce, Secretary of Health, Education, and Welfare, and the Administrator of the Housing and Home Finance Agency. The Secretary of the Interior is at present chairman of the Council but the chairmanship is to be rotated among the officials in the order named for terms of 2 years each. The independence of the Bureau, without regard to the Department in which it may be housed, in its actions and contacts whenever it is serving in its capacity of staff or secretariat to the Council is essential for the Council to function properly and to make effective use of the Bureau. This independence is now recognized and maintained. It would be preserved and would continue upon enactment of the draft bill.

The proposed bill herewith transmitted is essentially the same as the provisions of title I of S. 3117 of the 87th Congress, which was passed by the Senate. Briefly, this proposed legislation will provide a more appropriate administrative basis for our activities in the field of outdoor recreation. The bill would authorize the Secretary of the Interior, in carrying out the purposes of the act, to prepare and maintain a continuing inventory and evaluation of all outdoor recreation needs and resources of the United States, including, to the extent practicable, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa. It provides for the preparation of a system for the classification of outdoor recreation resources as a basis for the most effective and beneficial use and management of such resources. It provides for the formulation and maintenance of a comprehensive nationwide outdoor recreation plan. Technical assistance and advice to the States, political subdivisions, and nonprofit organizations for purposes of the act would be authorized. In recognition of the key role of the States and for proper coordination, we anticipate that assistance to political subdivisions will be rendered through or in cooperation with State agencies. The Secretary would be authorized also to encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources. Research and education in this field also would be pre-

scribed, which would be an important phase of our work. An important feature of the bill relates to interdepartmental cooperation, which we are hopeful will provide a satisfactory basis for the exchange of information and the rendering of assistance in accomplishing the purposes of the Federal Government through its several agencies relating to outdoor recreation. Lastly, the bill would authorize the acceptance and use of donations of money and other property, personal services, or facilities for purposes of the act.

In conclusion, we feel that the enactment of this bill is essential for us to carry out our responsibilities in this field. It will permit us to cooperate with and assist other Federal agencies which are similarly interested. We appreciate the considerable interest that has been shown by Members of the Congress in this matter and believe this proposal has a very high potential in terms of future public benefits in the field of outdoor recreation, which is recognized to be of tremendous but incalculable value to the Nation.

We have been advised by the Bureau of the Budget that the enactment of this proposed legislation would be in accord with the President's program.

Sincerely yours,

STEWART L. UDALL,
Secretary of the Interior.

○

88TH CONGRESS
1ST SESSION

S. 20

[Report No. 11]

IN THE SENATE OF THE UNITED STATES

JANUARY 14 (legislative day, JANUARY 9), 1963

Mr. ANDERSON (for himself, Mr. JACKSON, Mr. MILLER, Mr. METCALF, Mr. AIKEN, and Mr. ENGLE) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

FEBRUARY 28, 1963

Reported by Mr. ANDERSON, with amendments

[Omit the part struck through and insert the part printed in *italic*]

A BILL

To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Congress finds and declares that the general wel-
4 fare of the Nation requires that all American people of
5 present and future generations shall be assured such quantity
6 and quality of outdoor recreation resources as are necessary
7 and desirable, and that prompt and coordinated action is
8 required by all levels of government and by private inter-
9 ests on a nationwide basis to conserve, develop, and utilize

1 such resources for the benefit and enjoyment of the Amer-
2 ican people.

3 SEC. 2. In order to carry out the purposes of this Act,
4 the Secretary of the Interior is authorized, after consulta-
5 tion with the Recreation Advisory Council and with the
6 heads of Federal departments and agencies concerned, to
7 perform the following functions and activities:

8 (a) INVENTORY.—Prepare and maintain a continuing
9 inventory and evaluation of outdoor recreation needs and
10 resources of the United States, including to the extent prac-
11 ticable the Commonwealth of Puerto Rico, the Virgin Is-
12 lands, Guam, and American Samoa States.

13 (b) CLASSIFICATION.—Prepare a system for classifica-
14 tion of outdoor recreation resources to assist in the effective
15 and beneficial use and management of such resources.

16 (c) NATIONWIDE PLAN.—Formulate and maintain a
17 comprehensive nationwide outdoor recreation plan, taking
18 into consideration the plans of the various Federal agencies,
19 States and their political subdivisions. The plan shall set
20 forth the needs and demands of the public for outdoor
21 recreation and the current and foreseeable availability in the
22 future of outdoor recreation resources to meet those needs.
23 The plan shall identify critical outdoor recreation problems,
24 recommend solutions, and identify the desirable actions to be
25 taken at each level of government and by private interests.

1 The Secretary shall transmit the initial plan, which shall be
2 prepared as soon as practicable within five years hereafter,
3 to the President for transmittal to the Congress. Future
4 revisions of the plan shall be similarly transmitted at suc-
5 ceeding five-year intervals. When a plan or revision is
6 transmitted to the Congress, the Secretary shall transmit
7 copies to the Governors of the several States.

8 (d) TECHNICAL ASSISTANCE.—Provide technical as-
9 sistance and advice to and cooperate with States, political
10 subdivisions, and *private interests including* nonprofit orga-
11 nizations with respect to outdoor recreation.

12 (e) REGIONAL COOPERATION.—Encourage interstate
13 and regional cooperation in the planning, acquisition, and
14 development of outdoor recreation resources.

15 (f) RESEARCH AND EDUCATION.—(1) Sponsor, en-
16 gage in, and assist in research relating to outdoor recreation,
17 directly or by contract or cooperative agreements, and make
18 payments for such ~~purposes without regard to the limitations~~
19 ~~of section 3648 of the Revised Statutes (31 U.S.C. 529)~~
20 ~~concerning advantages of funds when he considers such action~~
21 ~~in the public interest; purposes;~~ (2) undertake studies and
22 assemble information concerning outdoor recreation, directly
23 or by contract or cooperative agreement, and disseminate
24 such information without regard to the provisions of section
25 321n, title 39, United States Code; and (3) cooperate with

1 educational institutions and others in order to assist in estab-
2 lishing education programs and activities and to encourage
3 public use and benefits from outdoor recreation.

4 (g) INTERDEPARTMENTAL COOPERATION.—(1) Co-
5 operate with and provide technical assistance to Federal
6 departments and agencies and obtain from them information,
7 data, reports, advice, and assistance that are needed and can
8 reasonably be furnished in carrying out the purposes of this
9 Act; and (2) promote coordination of Federal plans and
10 activities generally relating to outdoor recreation. Any de-
11 partment or agency furnishing advice or assistance hereunder
12 may expend its own funds for such purposes, with or with-
13 out reimbursement, as may be agreed to by that agency.

14 (h) DONATIONS.—Accept and use donations of money,
15 property, personal services, or facilities for the purposes of
16 this Act.

17 *SEC. 3. The term "United States" as used in this Act shall*
18 *include the District of Columbia; and, to the extent prac-*
19 *ticable in carrying out the provisions of this Act, the terms*
20 *"United States" and "States" may include the Common-*
21 *wealth of Puerto Rico, the Virgin Islands, Guam, and*
22 *American Samoa.*

88TH CONGRESS
1ST SESSION

S. 20

[Report No. 11]

A BILL

To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

By Mr. ANDERSON, Mr. JACKSON, Mr. MILLER,
Mr. METCALF, Mr. AIKEN, and Mr. ENGLE

JANUARY 14 (legislative day, JANUARY 9), 1963

Read twice and referred to the Committee on Interior
and Insular Affairs

FEBRUARY 28, 1963

Reported with amendments

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued March 8, 1963
For actions of March 7, 1963
88th-1st; No. 35

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For HIGHLIGHTS see page 6.

SENATE

1. OUTDOOR RECREATION. Began debate on S. 20, the organic act for the Bureau of Outdoor Recreation for the coordination and development of Federal and State programs relating to outdoor recreation. Agreed to vote on passage of this bill at 4 p.m., Mon., Mar. 11. pp. 3489, 3523
2. FEED GRAINS; WHEAT. Sen. Morse stated that turkey production in Ore. was declining because of "the penalty costs of feed grains," and urged that feed grains legislation be enacted before the coming wheat referendum and that such legislation should include wheat as a feed grain. p. 3548
3. FARM PROGRAM. Sen. Young, O., commended the administration's farm policies, stated that it "has done much toward making less burdensome the serious problems with which our farmers were and are faced," and inserted editorials commending the farm program. pp. 3450-1

4. FOOD FOR PEACE. Sen. Humphrey commended the food-for-peace program in the Dominican Republic as "another good example of the success of our food-for-peace program in meeting the urgent needs of people in a neighboring land." p. 3539
5. TIMBER SALES. Sen. Neuberger inserted an Ore. Legislature resolution urging the Departments of Agriculture and Interior to expedite the salvage and sale of storm-damaged timber in Ore., and she stated that unless the timber "is disposed of in an orderly and efficient manner, this situation could become even more complicated." p. 3409
6. TRANSPORTATION. Received from the President proposed bills "to exempt certain carriers from minimum rate regulation in the transportation of bulk commodities, agricultural and fishery products, and passengers, and for other purposes; and to provide for strengthening and improving the national transportation system, and for other purposes"; to Commerce Committee. p. 3407
7. RESEARCH. Sen. Clark urged enactment of legislation to promote the humane treatment of vertebrate animals in laboratory tests, and inserted an article "concerning the deaths of hundreds of dogs and cats at a farm in Gainesville, Va." p. 3540
8. FOREIGN AGRICULTURE. Sen. Goldwater inserted a series of articles on conditions in Venezuela, including articles on agricultural production and land reform. pp. 3467-75
9. MANPOWER; YOUTH. Sen. Mansfield inserted the essays of two winners in a national contest on the subject: "Youth's Challenge in the Labor Market of the Sixties." pp. 3461-2
10. INTEREST RATES. Sen. Proxmire opposed any increase in short-term interest rates and inserted several items on the subject. pp. 3438-42
11. FORESTRY; LUMBER. The names of Sens. Allott, McClellan, Mundt, Simpson, Tower, and Young (N. Dak.) were added as cosponsors of S. 957, to require markings as to country of origin on imported lumber, S. 958, to require the use of domestic lumber in FHA-financed housing, and S. 962, to provide that lumber and wood products shall be considered as an agricultural commodity under Sec. 22 of the act of Aug. 24, 1935. p. 3434
The names of Sens. Allott, Dominick, Ervin, McClellan, Mundt, Simpson, Tower, and Young (N. Dak.) were added as cosponsors of S. J. Res. 56, to authorize imposition of a 6 percent emergency quota on all imports of softwood lumber. p. 3434
12. DATA PROCESSING. Both Houses received from GAO a report "on the study of financial advantages of purchasing over leasing of electronic data processing equipment in the Federal Government." pp. 3407, 3586
13. PERSONNEL. Received from the Civil Service Commission a proposed bill "to provide for the payment of certain amounts and restoration of employment benefits to certain Government officers and employees improperly deprived thereof"; to Post Office and Civil Service Committee. p. 3408
14. RECLAMATION. Received a Wyo. Legislature resolution supporting "basic changes in Federal reclamation laws to make it possible for reclamation development to meet the needs of today," including support for larger farm units on reclamation projects in Wyo. p. 3408

intimate involvement in the national interest requires that that inspection be conducted on the most informed and statesmanlike basis.

There being no objection, the editorials were ordered to be printed in the RECORD, as follows:

[From the New York Times western edition, Mar. 6, 1963]

BACK TO THE PUBLIC

The agreement permitting the public sale of General Aniline & Film Corp., which was seized as enemy property in 1942, has been so long in the making that it seemed as if it would never materialize. But the Justice Department has at last come to terms with Interhandel (the Swiss holding company that claims ownership of General Aniline) in order to get the U.S. Government out of the business of managing a private enterprise.

There may still be considerable dispute over the disposition of the proceeds of the sale, but the Justice Department has provided sufficient safeguards to protect American interests. It has arranged that Interhandel must defend and pay on any claims upheld in the courts. The company will be sold only to Americans.

General Aniline will now go where it belongs—into the hands of private owners. While the company has made money under Government control, its board of directors has been something of a sinecure for politicians, and its management has not had an opportunity to diversify or grow as rapidly as its private competitors. In selling General Aniline to the public, the Government will be acquiring cash and will also be giving the company a chance to prosper in a free competitive atmosphere.

[From the Washington Post and Times Herald, Mar. 5, 1963]

ENDING A LAWSUIT

The litigation involving the General Aniline and Film Corp. might have been disposed of in any one of at least three different ways. The Justice Department could have sold the company and settled the claims of the Swiss holding company Interhandel in subsequent litigation. It could have continued the company under Government ownership and let the litigation drag on. Or it could have taken the method announced Monday—the sale of the company to a private bidder with an out-of-court agreement on the distribution of the sale price.

The Justice Department has taken the course that is the most hazardous politically. Any out-of-court settlement of litigation involves matters of judgment on which authorities are bound to differ and the Justice Department never will be able to prove that it made a better settlement than it could have reached in court. Its critics will have the advantage of comparing the real out-of-court settlement with a conjectural settlement in court as advantageous to this country as their own imaginations will allow. Why did it take the course that is most dangerous politically?

For one thing, either other course probably would have involved the Government in litigation lasting years or even decades. While it lasted, the company would have been inhibited in its own plans for expansion and development, if the Government had retained control. It might not have been entirely free to proceed while any legal cloud rested upon its ownership, if the Government sold the company in advance of settlement.

The out-of-court settlement, it is said, is on terms more favorable than those hitherto obtainable. It has the virtue of cleaning up the long litigation surely and swiftly. It has the advantage of freeing the company for successful operation under new American private ownership, determined by sealed

competitive bidding, and subject to the approval and confirmation of the courts.

The Justice Department also can cite the first rule of the law—a poor settlement is better than a good lawsuit.

The PRESIDING OFFICER (Mr. KENNEDY in the chair). Is there any further morning business? If not, morning business is closed.

OUTDOOR RECREATION

Mr. HUMPHREY. Mr. President, I move that the Senate proceed to the consideration of Calendar Order No. 6, S. 20.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Minnesota.

The motion was agreed to; and the Senate proceeded to consider the bill, which had been reported from the Committee on Interior and Insular Affairs, with amendments, on page 2, line 10, after the word "United", to strike out "States, including to the extent practicable the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa" and insert "States"; on page 3, line 10, after the word "and"; to insert "private interests including"; in line 18, after the word "such", to strike out "purposes without regard to the limitations of section 3648 of the Revised Statutes (31 U.S.C. 529) concerning advantages of funds when he considers such action in the public interest;" and insert "purposes"; and on page 4, after line 16, to insert a new section, as follows:

SEC. 3. The term "United States" as used in this Act shall include the District of Columbia; and, to the extent practicable in carrying out the provisions of this Act, the terms "United States" and "States" may include the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

So as to make the bill read:

Be it enacted by the Senate and House of Representatives of the United States in Congress assembled, That the Congress finds and declares that the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable, and that prompt and coordinated action is required by all levels of government and by private interests on a nationwide basis to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.

SEC. 2. In order to carry out the purposes of this Act, the Secretary of the Interior is authorized, after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned, to perform the following functions and activities:

(a) INVENTORY.—Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States.

(b) CLASSIFICATION.—Prepare a system for classification of outdoor recreation resources

to assist in the effective and beneficial use and management of such resources.

(c) NATIONWIDE PLAN.—Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States, and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and identify the desirable actions to be taken at each level of government and by private interests.

The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

(d) TECHNICAL ASSISTANCE.—Provide technical assistance and advice to and cooperate with States, political subdivisions, and private interests including nonprofit organizations with respect to outdoor recreation.

(e) REGIONAL COOPERATION.—Encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

(f) RESEARCH AND EDUCATION.—(1) Sponsor, engage in, and assist in research relating to outdoor recreation, directly or by contract or cooperative agreements, and make payments for such purposes; (2) undertake studies and assemble information concerning outdoor recreation, directly or by contract or cooperative agreement, and disseminate such information without regard to the provisions of section 321n, title 39, United States Code; and (3) cooperate with educational institutions and others in order to assist in establishing education programs and activities and to encourage public use and benefits from outdoor recreation.

(g) INTERDEPARTMENTAL COOPERATION.—(1) Cooperate with and provide technical assistance to Federal departments and agencies and obtain from them information, data, reports, advice, and assistance that are needed and can reasonably be furnished in carrying out the purposes of this Act; and (2) promote coordination of Federal plans and activities generally relating to outdoor recreation. Any department or agency furnishing advice or assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

(h) DONATIONS.—Accept and use donations of money, property, personal services, or facilities for the purposes of this Act.

SEC. 3. The term "United States" as used in this Act shall include the District of Columbia; and, to the extent practicable in carrying out the provisions of this Act, the terms "United States" and "States" may include the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

SOUND FISCAL POLICIES

Mr. ROBERTSON. Mr. President, for the first time in many moons a President of the United States has recommended a tax cut. And he says it should have the characteristics of a mountain and not a mouse. What a pleasure it would give me to vote to lighten the far too heavy tax load, provided I could do so with a clear conscience. But I feel that if all of the spending schemes recommended by the President are imple-

mented we shall have a deficit of \$10 to \$12 billion without a tax cut. I could not with a clear conscience vote to impose a \$10 billion tax cut on top of a deficit of those proportions.

Since the President has abandoned the proposal of the Treasury Department to accompany a tax cut with an increase on certain individuals and corporations totaling more than \$3 billion—sometimes pleasingly referred to as a tax reform—at least it seemed that he had abandoned it, until yesterday, when the President made a statement indicating that he would still like to have the reforms—there are many well-informed observers of political trends who confidently predict that before adjournment this Congress will pass the type of tax cut recommended by the President. It therefore behooves all Members of the Congress who believe in economy and the preservation of a stable dollar to give careful consideration to the need for a reduction in the proposed spending program.

In 1932, I was elected to the House of Representatives on a platform which bitterly criticized the extravagance of the previous administration and pledged the Democratic Party to a reduction of 25 percent in Federal spending. As a freshman Member of the House one of my first votes was to cut my own pay and that of all Government employees. During the intervening years, upon seeing a complete reversal of the philosophy on which I was first elected to the Congress and to which I have since adhered as faithfully as any Member of the Congress, I have been well aware of what old Ulysses meant when, returning from foreign travels, he said, "Many things have I seen—a part of which I was."

Not because I believed in high taxes but because I was terribly opposed to the deficit being created by spending which I could not stop, I helped to write 12 tax bills during a service of 10 years on the Ways and Means Committee, each of which was higher than the preceding one and the last of which, with respect to income taxes, is still the law. However, I can take some pride in the fact that as burdensome as those income tax rates are, they are not nearly so burdensome as they would have been had we followed the insistence of the then Secretary of the Treasury Henry Morgenthau. He advocated an income tax bill that would increase the burden on the middle and higher incomes by \$8 billion and leave practically untouched the then average salary of industrial workers.

Realizing that wage earners in the middle income brackets, to say nothing of those in the low brackets who had never paid income taxes, would never save enough out of current earnings to meet the heavy tax bill that would be presented to them in March of the following year, I sponsored the pay-as-you-go provision. Under that provision all the normal tax due after exemptions and deductions would be withheld at the source from those who were not self-employed.

And realizing how difficult it would be for those who had never filed tax returns before to fill out the complicated form then being used, I sponsored the

provision for a very short form. In order to provide for that form, I proposed and the Congress adopted, a uniform exemption for spouse and dependent children and a 10-percent deduction for gifts to charity if the taxpayer did not desire to enumerate such gifts.

I refer to this legislative history to emphasize two pertinent facts:

First. No one is more familiar than I with the history of tax legislation during the past 30 years, because, as I have said, "A part of which I was."

Second. I have consistently opposed pump priming and deficit financing. I have continued to support the heavy burden of income taxes, originally imposed to finance World War II, only because I thought that in the long run higher taxes would cause less hardship upon the people of the great State I represented and of the Nation at large than the galloping inflation which undoubtedly would have resulted had we continued to spend regardless of the deficits being created.

As I indicated in brief remarks to the Senate on February 28 on the proposal to fix the debt ceiling at \$308 billion, the spend and spend, elect and elect philosophy of the late Harry Hopkins was actually inaugurated with a \$4,880 million relief and recovery bill in 1935. At that time we embarked upon a trial of what has later been known as the "pump priming" theory. The pump priming theory is based upon the assumption that an increase in Government spending will automatically increase prosperity. At the time the theory was adopted during the depression of the thirties, we heard little about the gross national product and nothing about the sine qua non of a growth rate in the gross national product in excess of 3 percent per year. The first pump priming was designed primarily to make jobs for the unemployed, which some unkind critics called "leaf raking."

If we learn anything from history—and Edmund Burke said nations never do—we definitely know that the pump priming theory was a failure. Our real recovery from the terrible depression of the thirties did not start until we started spending in 1940 for military hardware—what might be called durable goods—in anticipation that we might become involved in the war then raging in Western Europe.

Of course, when we entered that war we made—as we should have made—an all-out effort to win it. The Congress appropriated so much money for the President to spend in winning the war that at the end of the war the Secretary of the Treasury had on hand an embarrassing surplus. The surplus was, of course, properly applied to a reduction of the war debt that had been incurred.

But there were other inflationary factors in the Second World War besides deficit financing. An unprecedented number of workers were withdrawn from civilian production for military service, leaving an acute labor shortage. The demand of our allies upon our steel, oil, and other basic resources was so great that home building was stopped, the production of automobiles for civilian use

was reduced to a trickle, and the consumption of gasoline for pleasure travel was virtually prohibited.

In other words, the full employment and great prosperity generated by the war effort that started in 1940 and continued for some years after the end of that war proved a great economic truth—certain types of public spending result in creating new jobs and others do not.

Mr. PROXMIRE. Mr. President, will the Senator yield on that point?

Mr. ROBERTSON. I yield.

Mr. PROXMIRE. I am delighted that the Senator is delivering this speech today. It is one which should be made. It is very important that an outstanding Senator like the Senator from Virginia, the chairman of the Committee on Banking and Currency, should speak his strong convictions on economy in Government.

The point which the Senator has made about spending can also be made in terms of quantity as well as quality. The Senator is correct in highlighting the quality of spending, as to the kind of spending involved. But is it not also true that the deficits in the 1930's, though enormous in terms of the gross national product at that time, would be equivalent to about \$20 billion a year today, and were wholly dwarfed by the fantastic deficits in the period of the war, which would be equivalent to about \$100 billion a year? Obviously, when one considers such fantastic deficits as those we had in 1942, 1943, and 1944—the years in which the deficits were so enormous—he realizes that, of course, there was a stimulation of the economy.

The Senator from Virginia is absolutely correct. There was a stimulation of the economy because of the quality of spending, spending of a different kind from that being now considered. To derive, from what happened in the war experience, a conclusion to prove that all we have to do to solve the problems of the moment is to run a deficit and spend more money, would mean talking about a deficit figure in the area of \$100 billion, in the first instance; and, secondly, of a quality of spending quite different from the kind being discussed today.

Mr. ROBERTSON. The Senator from Wisconsin is absolutely correct. First we must consider the quality of spending. As I tried to point out, not until there was spending for what were in effect durable goods was there a significant effect.

Secondly we must consider the quantity of spending. The gross national product at that time was only about one-third of what it is now. One would have to multiply the spending now three or four times to get the effect which then took place.

Our gross national product is now approximately \$555 billion and still rising. I recall that some economists, in the midst of the depression, estimated that the entire wealth of our Nation was only \$300 billion. That shows the great difference.

The Senator is quite correct. One cannot draw an inference from prosperity which resulted from huge war-

tore down the image of offering constituents more defense dollars. Claims were made by both parties as though they, the politicians, were the sole marketing and technical arm of the aerospace industry. Unfortunately, the companies made no claim to the contrary to set the record straight.

It must be as frustrating as the fires of Beelzebub for professional men of industry to have the public believe that contracts are not based on capabilities, but are a part of that trite phraseology, "the political football." The administration has done the industry a disservice by not only permitting the situation to exist, but by fostering it. Even the competent men within Government who are responsible for the proper selection of contractors have been placed in a secondary role as individuals without portfolio.

How come? A main reason goes back to the early days of 1961. A ruling was handed down, that Senators and Congressmen should be the first informed on contract awards within their respective States. This permits the party to claim, "See what we've done for you." Winning contractors were supposed to be informed later. It was often much later. Then, the most-kicked-of-all footballs, the socioeconomic Government contract. This kind of contract carries provisions for small business, depressed areas and equal opportunity; it was dealt with in almost every political speech. What the campaigners didn't touch on was how they like to interfere with companies and unions alike at the bargaining table.

Contract awards should be released through the contracting agency and the winning contractor simultaneously. Plant employees should be told what was bid on and why the bid was won. The same story should be passed on to the public. Dates should be fixed by the Government on the award announcement. If an award is not made on that date, there should be a public statement. We've got to get it across that neither the people nor the industry fuel the glib whirl of the political turbine.

[From U.S. News & World Report, Feb. 18, 1963]

HOW MUCH POLITICS IN CONTRACT AWARDS?

Are politics and influence entering into the award of Government defense and space contracts that now total some \$60 billion a year?

The question was raised by Republican Senator CLIFFORD P. CASE, of New Jersey, in a speech on February 7.

Contracts supposedly are awarded on the basis of merit, Senator CASE said, "but recent actions and statements in high official circles, indeed in the highest, raise some doubts about whether what actually goes on conforms with official policy."

Senator CASE specifically questioned recent decisions involving Massachusetts, the home State of the Kennedys, and Texas, the home State of Vice President LYNDON JOHNSON.

THE BOSTON CASE

The Senator urged very close scrutiny of an administration proposal to establish a \$50 million basic electronic-research center in the greater Boston area. As a member of the Senate Space Committee, Mr. CASE said he would insist on the fullest possible airing of the need for this facility.

THE DALLAS CASE

In Texas, according to Senator CASE, Dallas—which has a Republican Congressman—faris worse than Democratic Houston in its dealings with the Government. "In Dallas," he said, "the newspapers are complaining that a \$26 million Federal Center, approved by the General Services Administration and the House and Senate Public Works Committees, has been put in deep

freeze by the administration for as long as its Republican Congressman is in office."

THE HOUSTON CASE

In Houston, which already has a multi-million-dollar Manned Space Center, "there has been continuing good news," Senator CASE said. One recent plum awarded Houston: the \$43.6 million contract for the Mohole project to drill a hole in the bottom of the sea. A Houston firm got this contract, the Senator said, "despite the fact that one National Science Foundation panel rated this firm third best in a field of three, and another NSF panel rated four firms as better qualified."

THE REMEDY

The Senator's remedy for the situation is to open up to public inspection all communications—including those from Members of Congress or the executive branch—on defense or space contracts.

[From U.S. News & World Report, Mar. 11, 1963]

Officials of companies with defense and space contracts say it is no secret in the trade that the White House plays an increasingly active role in awarding contracts. Some companies have concluded that they must convince defense officials that they can fulfill the contract, and then pass a White House screening for political acceptability.

OUTDOOR RECREATION

The Senate resumed the consideration of the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

Mr. HUMPHREY. Mr. President, I have discussed the Outdoor Recreation Act of 1963, Senate bill 20, with the majority leader, the minority leader, the distinguished Senator from New Mexico [Mr. ANDERSON], and other Senators. It appears to be the consensus that we would be well advised to take our final vote on the bill on the coming Monday, with the understanding, of course, that the Senate will be in session tomorrow, so that further debate can be had on the outdoor recreation bill, as well as on other items.

Therefore, Mr. President, after appropriate consultation, I ask unanimous consent that, under the usual form of such requests, the Senate vote at 4 p.m. on Monday next; and that, following conclusion of the morning hour, the time be divided equally between the Senator from New Mexico [Mr. ANDERSON], the proponent of the bill, and the distinguished minority leader.

The PRESIDING OFFICER. Does the Senator wish to waive the requirement under rule XII for a quorum call?

Mr. HUMPHREY. Yes, I ask unanimous consent that the requirement be waived.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Minnesota? The Chair hears none, and it is so ordered.

Is there objection to the unanimous-consent agreement? The Chair hears none, and it is so ordered.

The unanimous-consent agreement was subsequently reduced to writing, as follows:

UNANIMOUS-CONSENT AGREEMENT

Ordered, That effective on Monday, March 11, 1963, at the conclusion of routine morning business, further debate on S. 20 (a bill to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes) or any amendments, motions, or appeals relative thereto (except a motion to lay on the table) shall be equally divided and controlled by the Senator from New Mexico [Mr. ANDERSON] and the minority leader [Mr. DIRKSEN]: *Provided*, That no amendment that is not germane to the provisions of the said bill shall be received.

Provided further, That the Senate proceed to vote on the final passage of the said bill at 4 o'clock p.m.

Mr. HUMPHREY. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. HUMPHREY. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

A NUCLEAR TEST BAN AND NATIONAL SECURITY

Mr. HUMPHREY. Mr. President, I wish to address myself to the subject of the nuclear test ban and our national security.

Disarmament in general, and the current effort to achieve a nuclear test ban in particular, are a vital part of our total national effort to gain both security and peace. Far from being an abstract ideal or a purely humanitarian dream, the program of the United States for controlled disarmament, starting with a treaty to ban the testing of nuclear weapons under adequate safeguards, is solidly rooted in our vital national interests.

In defining disarmament and a nuclear weapons test ban treaty as a vital national interest, it is essential to be clear on the limitations as well as the possibilities of limitations on armaments. In the first place, arms control is only one of the essential means by which we seek to bolster our national security while maintaining the peace. Equally important in terms of their contribution to peace and security are such programs as our military and economic assistance to the less developed free nations, our new trade policy under the trade act adopted by the Congress last year, and, above all, our continuing efforts to expand military, political, and economic cooperation in the NATO alliance and other alliances. I point to these in order to stress the point that a test ban treaty is not a panacea but rather one vital element in an overall national strategy for security and peace.

It is equally important to recognize that the arms race is both the cause and reflection of a world struggle for power. It follows that a test ban treaty cannot be expected to resolve existing international tensions but it might certainly ameliorate them to a significant degree. In the words of Prof. Hans Morgenthau, eminent scholar in the field of international relations:

Disarmament, no less than the armaments race, is the reflection of the power relations among the nations concerned. Disarmament, no less than the armaments race, reacts upon the power relations from which it arose. As the armaments race aggravates the struggle for power through the fear it generates and the burdens it imposes, so disarmament contributes to the improvement of the political situation by lessening political tensions and by creating confidence in the purposes of the respective nations. Such is the contribution disarmament can make to the establishment of international order and the preservation of international peace. It is an important contribution, but it is obviously not the solution to the problem of international order and peace.

PARTISAN DEBATE IS OUT OF PLACE

Because disarmament and a test ban treaty are matters of the national interest they are not an appropriate subject of highly partisan debate. Throughout the postwar era Congress has usually, if not always, made a clear distinction between those issues which involve diverse interests within our own country and which are therefore legitimate subjects of partisan controversy and those issues of foreign affairs which involve the security of the Nation as a whole. The latter have with few exceptions been approached in a spirit of bipartisan unity. The bipartisan approach to vital questions of foreign policy is based on our recognition of the fact that when partisan controversies are permitted to divide us in the face of a resolute adversary, only our adversary can profit. No American, Republican or Democrat, wishes to repeat the tragic error of 1919 when irrational and shortsighted partisanship forced the United States to repudiate the League of Nations and with it the best hope for peace in the 20th century.

The test ban negotiations are indeed a legitimate subject of discussion and debate. But because they involve critical questions of the national security we are all under the strongest obligation to conduct this debate with reason and responsibility. We must resist the temptation to seek short-term partisan or personal advantage in an issue that has long-term implications for the peace and security of the United States.

U.S. TEST BAN POLICY: BIPARTISAN PRECEDENTS

In this respect, the present Democratic administration has the right to ask for the same bipartisan responsibility that the preceding Republican administration asked for and received. President Eisenhower was no less committed than is President Kennedy to the search for a workable test ban agreement, and, if I may say so, I believe that the Disarmament Subcommittee of the Foreign Relations Committee, of which I have been privileged to serve as chairman, provided him with the fullest measure of assistance and support.

As for myself I supported President Eisenhower on most questions relating to disarmament and occasionally offered specific comments and suggestions which he graciously accepted. I recall, for example, a letter which I wrote to President Eisenhower on May 16, 1958, in which I offered the administration certain seismological data which had been

collected by the subcommittee. My letter ended with these words:

The Disarmament Subcommittee is eager to cooperate with the executive branch on this most vital and complex question of arms control.

In his reply of May 30, 1958, President Eisenhower reiterated his support for an effective and controlled arms-limitations agreement and expressed his appreciation for the information provided by the subcommittee. The bipartisan spirit which prevailed in 1958 is equally necessary in 1963. It requires sustained effort and a high degree of responsibility and self-discipline on the part of both Republican and Democratic Members of Congress working in cooperation with the national administration.

TEST BAN SERVES U.S. NATIONAL INTEREST

I turn now to some of the specific reasons why an effective test ban treaty is in the national interest of the United States. The fundamental reason is that on the basis of sustained and exhaustive study of the implications of a test ban, it is clear that an effective test ban treaty will make a greater contribution to the security of the United States than the continuation of unrestricted testing. This conclusion is not a hypothesis or a speculation but a conclusion based on the most rigorous analysis of the advances which the United States might make through further testing balanced against the restraints which a treaty would impose on the Soviet Union.

It is the consensus of expert opinion that a test ban treaty would tend to preserve the existing balance of military power, which is favorable to us, while unrestricted testing might enable the Soviets to close the gap. In the words of Paul A. Nitze, Assistant Secretary of Defense for International Security Affairs:

Overall, the trend, with unlimited testing, will be toward equality in major nuclear forces between the United States and the U.S.S.R. In the field of tactical forces, continued testing would permit the Soviet Union, in time, to match the more diversified, and presently more numerous U.S. nuclear arsenal * * * both sides might develop the pure fusion weapon which could be very much cheaper in nuclear material than present weapons and would free the U.S.S.R. from her dependence on fissionable material for weapons.

I suggest to my colleagues that the statement of this highly respected officer of the Department of Defense should be carefully weighed and studied.

Another reason for an effective test ban treaty is the contribution it might make toward limiting the spread of nuclear weapons. No informed supporter of a test ban treaty is so ingenuous as to suppose that its adoption would be quickly followed by the adherence of France and China. It would, however, represent a significant step toward preventing the proliferation of nuclear weapons. It is in any case clear that in the absence of a test ban treaty there is little or no chance of preventing the acquisition of nuclear arsenals by other powers, including some which are hostile to the United States.

I emphasize that the proliferation of

nuclear weapons is a threat to the security of the United States. It increases and intensifies the danger of accidental war.

A test ban treaty with the indispensable provision for on-site inspection within the Soviet Union could have constructive effects in other areas of Soviet-American relations. Honestly and fairly administered, an inspection system would disprove Soviet allegations that inspection is a disguise for espionage. It might thus open the way to broader measures of disarmament in an atmosphere of reduced tensions. It might also serve to lessen the pathological secretiveness of the Soviet Union and thus, indirectly, to strengthen such movements as exist in Soviet society for freer communication and cooperation with the West in a number of fields.

Another reason why a test ban treaty would advance our national interests is that it would eliminate the dangers, whatever they are, of nuclear fallout. Whether or not nuclear fallout is in fact a hazard to present and future generations—and the consensus of scientific opinion is that it is such a hazard—we are at the very minimum gambling with the lives and health of our progeny in allowing the atmosphere to be contaminated with nuclear debris. The issue, moreover, is one which bestirs worldwide agitation, complicating the relations of the United States with its friends all over the world.

The overriding interest of the United States in its relations with the Soviet Union is to demonstrate to that powerful nation that it cannot pursue a policy of aggression without bringing disaster upon itself and at the same time that if it abandons its ambitions for expansion, it has nothing to fear from the West. A test ban treaty would help demonstrate to the Russians that there are, from its point of view, acceptable alternatives to continuing conflict with the West and to an onerous arms race with unforeseeable consequences. This, after all, is at the very core of our national interest: to influence Soviet policy toward the modification and ultimate abandonment of those ambitions which threaten our own peace and security—and which, I might add, threaten their own survival.

TEST BAN ADVANTAGES OUTWEIGH RISKS OF CHEATING

There are risks in a test ban treaty—risks of secret Soviet preparations for renewed testing and risks of successful cheating on a small scale. We must recognize these risks, and discuss this subject as objectively and honestly as we can. We can cope with the first of these risks by maintaining our own capacity to renew testing with little delay should the Soviets violate the treaty.

As to the danger of secret undetected testing, it is the consensus of expert opinion that the risk—while it is there—is small, and that in any case it is extremely unlikely that the results of cheating could have an important effect on the military balance of power. The controlling consideration must be an objective weighing of the risks of a treaty against those of unrestricted testing. On the basis of available evidence, the

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

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For actions of March 8, 1963
88th-1st, No. 36

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HIGHLIGHTS: Senate debated outdoor recreation bill. Senate passed bill to establish Commission on Science and Technology. Sen. Humphrey commended Farmers Home Administration. Sen. Talmadge discussed use of MH-30 on tobacco. Sen. Morse inserted tables and reports on lumber industry problems. Sen. Humphrey urged support for youth employment bill.

SENATE

1. OUTDOOR RECREATION. Continued debate on S. 20, to provide for the development of Federal and State outdoor recreation programs, and modified its consent to vote on its passage to 3 p.m., Tues., Mar. 12, instead of Mar. 11. pp. 3609-10, 3617-20
2. SCIENCE. Passed without amendment S. 816, to establish a Commission on Science and Technology. pp. 3610-3
3. LUMBER. Sen. Morse inserted and discussed tables and reports of ways to solve the lumber problems. pp. 3629-44
4. FARM LOANS. Sen. Humphrey commended the Farmers Home Administration and urged appropriations to increase its size for better efficiency. pp. 3645-6
5. YOUTH EMPLOYMENT. Sen. Humphrey urged support for his youth employment bill. pp. 3646-52
6. COMMITTEES. Sens. Ervin, Mundt, and Muskie were appointed to the Advisory Commission on Intergovernmental Relations. p. 3589

Sens. Long (La.) and Saltonstall were appointed to the Joint Committee on Reduction on Nonessential Federal Expenditures. p. 3589

7. CONTRACTS. Sens. Scott, Javits, Keating and Bartlett were added as cosponsors of S. 945, to amend this act extending its application to contracts for the maintenance of Federal installations. p. 3597
8. MIGRATORY LABOR. Sens. Clark, Douglas, McCarthy, Morse, Nelson, Randolph, Ribicoff, Yarborough, and Young (Ohio) were added as cosponsors of S. 981, assisting in providing housing for domestic farm labor. p. 3597
9. EXPENDITURES. Sen. Goldwater criticized the New Frontier as relying on the old methods of the New Deal to solve our present economic problems. pp. 3597-8
10. ELECTRIFICATION. Sen. Morse inserted a resolution citing the outstanding services of Howard Morgan as Federal Power Commissioner for Mulhomah County, Ore. p. 3629
11. FISHERY. Sen. Fulbright inserted and discussed an Ark. State Resolution "urging the acceleration of programs designed to assist fish farmers." p. 3598
12. TOBACCO. Sen. Talmadge inserted and discussed a Ga. General Assembly Joint Resolution claiming that MH-30, a chemical used in tobacco, is not harmful.
13. COTTON. Sen. Johnston inserted and discussed a S.C. Senate Resolution expressing appreciation to Secretary Freeman "for his action in holding the support price on 1963 upland cotton." p. 3590
14. ADJOURNED until Mon., Mar. 11. p. 3653

HOUSE

15. PARKS. The National Parks Subcommittee voted to report to the Interior and Insular Affairs Committee H. J. Res 180 (amended), to authorize the continued use of certain lands within the Sequoia National Park by portions of an existing hydroelectric project. p. D124

ITEMS IN APPENDIX

16. RURAL LIFE. Extension of remarks of Rep. Huddleston inserting an article, "Shall We Write Off Rural America?" dealing with "the serious effects to the American way of life caused by the transition of this country from a rural to an urban civilization." p. A1274
17. TAXATION. Extension of remarks of Sen. Hartke inserting an article, "On Cutting Taxes: The Consensus Is Favorable." p. A1277

BILLS INTRODUCED

18. LUMBER. S. 1050, by Sen. Neuberger, to make permanent the provisions of law authorizing certain suspension of section 27 of the Merchant Marine Act, 1920, with respect to the transportation of lumber; to Commerce Committee.

ter-Republic, reporting my resolution, be printed in the RECORD at this point.

There being no objection, the editorial and article were ordered to be printed in the RECORD, as follows:

[From the Marinette (Wis.) Eagle-Star]

PROXMIRE AGAINST CLUTTERING CAPITAL

Senator WILLIAM PROXMIRE, Democrat, of Wisconsin, has in effect joined forces with Interior Secretary Stewart Udall in an effort to discourage indiscriminating erection of statutes and memorials in Washington. Udall made a preliminary sortie against promoters of Capital statuary soon after the joined President Kennedy's Cabinet. Without help from Congress his efforts undoubtedly will prove futile.

PROXMIRE's immediate target is a proposed \$39 million memorial to former President James Madison. The Senator called it a multimillion-dollar boondoggle and predicted that opposition to it would be denounced as an insult to a father of the Constitution and fourth President of the United States. He foresaw resentment by spokesmen for Virginia, Madison's birthplace.

PROXMIRE is taking a stand that others should support to get behind Udall in bringing some kind of order out of the chaos of Washington statuary and memorials. It is time that some kind of a critical organization, such as the Capital Parks Memorial Board, PROXMIRE proposes, be established to exercise some judgment over what is accepted for installation in the already cluttered Washington scene.

[From the Rockford (Ill.) Register-Republic, Feb. 16, 1963]

WASHINGTON'S MONUMENTAL PROBLEM: PROXMIRE ASKS CURB

(By Joe Fisher)

WASHINGTON.—Senator WILLIAM PROXMIRE, Democrat, of Wisconsin, has waded into a monumental problem. He wants to put a lid on Federal spending for massive memorials and monuments in the Nation's Capital.

PROXMIRE opened his campaign this week when he introduced a joint resolution to create a National Capital Parks Memorial Board. The board would evaluate all memorial proposals and recommend guidelines and policies to Interior Secretary Stewart L. Udall.

Already, there are 96 memorials on hand in the National Capital Parks System, and each session of Congress brings a rash of proposals for bigger and better monuments. In the 86th Congress (1959-60), at least 17 bills were introduced for memorial construction. In the 87th Congress, 8 memorial bills were offered.

PROXMIRE said it has become a custom to tag a revered American name to some unnecessary building or monument that leaves Congress with the dilemma of spending another \$30 to \$40 million for a monument, or failing to show due respect for the departed statesman.

"In such a clash, reverence for the departed statesman always clobbers economy," said PROXMIRE.

A case in point is the \$39 million James Madison Memorial. While the project has not yet won congressional approval, members of the Memorial Commission have been appointed. The memorial will cost \$15 million, but will be combined with a \$24 million underground annex to the Library of Congress.

PROXMIRE said the Madison Memorial was a "multimillion-dollar boondoggle." At the same time, he said "any opposition will be viewed as an affront to the father of the Constitution, and probably as a calculated insult to Virginia, President Madison's birthplace.

Aside from the dollars involved in memorial construction, there are other important considerations. Who is to say whether a particular memorial blends with the overall Washington plan? Where are the new memorials to be placed?

The Franklin D. Roosevelt Memorial Commission still is trying to come up with a design which will appeal to the National Fine Arts Commission. Representative JOHN H. KYLE, Republican, of Iowa, has proposed swapping the 10-acre site reserved for the \$30 million National Cultural Center for the 27-acre site set aside for the F.D.R. Memorial. As KYLE sees it, the site for the cultural center is "the worst in the Nation's Capital from almost every point of view."

One of the big objections to the F.D.R. Memorial is the design calling for eight slabs of assorted sizes set at odd angles to each other. The design certainly would be out of harmony with the nearby Jefferson and Lincoln Memorials. KYLE has suggested a Franklin D. Roosevelt festival hall as a substitute for a monument. Such a building, requiring adequate parking facilities, would be even less harmonious.

Washington is a beautiful city with broad streets and wide expanses of park land. The indiscriminate placement of memorials can do nothing but detract from that beauty.

PROXMIRE's proposal seems reasonable. Without some guidelines for memorial construction, Washington could become a city cluttered with stony statuary and, as PROXMIRE suggests, economy will be clobbered.

Mr. PROXMIRE. Mr. President, I yield the floor.

THE RIGHT TO VOTE

Mr. MANSFIELD. Mr. President, in the March 4, 1963, issue of the Dallas Times-Herald there appeared a compelling editorial entitled "The Right To Vote." The editorial rightly describes the sense of outrage Americans feel when their fellow Americans are denied the right to vote. It concludes with this reflection:

We must ask ourselves why the situation is such that Americans need special help from the Federal Government to obtain rights that were extended to them nearly a century ago.

Perhaps we can take further steps to remedy this situation during the 88th Congress, Mr. President. Certainly the support of newspapers such as the Dallas Times-Herald will help us to take these steps, just as the work of the Presiding Officer of the Senate, Vice President LYNDON JOHNSON, of Texas, was instrumental while majority leader in securing the first Federal laws protecting voting rights in 80 years.

I ask unanimous consent that this editorial may appear in the body of the RECORD at this point.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

[From the Dallas (Tex.) Times-Herald, Mar. 4, 1963]

THE RIGHT TO VOTE

The President's civil rights message deals in the main with a matter that should have been settled 100 years ago—the right of every American citizen to vote.

People have been shot in this country, not in 1863, but in 1963, because they believe the Constitution, because they think every amendment to the Constitution is basic to the whole document. One man was shot last

week in Mississippi as he tried to help others obtain a place in the voting booth, a place so many of us take for granted.

President Kennedy is not asking the Congress to say who should associate with whom. The question is, do the rights guaranteed Americans in the Constitution apply to all citizens of the United States?

Congress can pass the laws that will make the answer an emphatic "yes."

States rights is not the question; it is individuals' rights. And the rights of an individual, guaranteed by the Constitution, should be of paramount concern.

The pity of the situation is not that the Federal Government is considering such legislation. The true concern should transcend even its passage. We must ask ourselves why the situation is such that Americans need special help from the Federal Government to obtain rights that were extended to them nearly a century ago.

OUTDOOR RECREATION—MODIFICATION OF UNANIMOUS-CONSENT AGREEMENT

Mr. HUMPHREY. Mr. President, yesterday the distinguished minority leader and the senior Senator from Minnesota worked out a unanimous-consent agreement relating to a vote on S. 20, a bill to promote the coordination and development of effective Federal and State programs relating to outdoor recreation.

There was an agreement to vote at 4 o'clock on Monday. However, some problems have arisen with respect to that agreement, and I would like now to modify the agreement, and, indeed, to offer a new unanimous-consent request, in the regular order of the unanimous-consent statement, that the Senate vote on the outdoor recreation bill, S. 20, Calendar No. 6, at 3 o'clock on Tuesday.

The VICE PRESIDENT. Is there objection?

Mr. HUMPHREY. That would mean that the time following the completion of morning business, whatever hour that might be, would be divided equally between the minority leader and the Senator from New Mexico [Mr. ANDERSON], or the Senator from Washington [Mr. JACKSON], whichever Senator was handling the bill at that time.

Mr. DIRKSEN. Mr. President, I reserved my right to object only to say that this request is indicative of the fact that there will be a session on Monday, and that there will be an opportunity on Monday to discuss this question, which is highly controversial. Therefore, the vote will go over until 3 o'clock on Tuesday, and the time after the morning hour on Tuesday and before 3 o'clock will be equally divided.

Mr. HUMPHREY. At the conclusion of the business of the Senate today, I will move that the Senate adjourn until Monday. Therefore, there will be notice with respect to this unanimous-consent request. I ask action on the request.

The VICE PRESIDENT. The unanimous consent as previously agreed upon yesterday contained some other provisions. Is it the Senator's intention to eliminate those other provisions?

Mr. HUMPHREY. No.

The VICE PRESIDENT. The Senator merely wishes to modify the order originally entered.

Mr. HUMPHREY. Yes; that the vote be at 3 o'clock on Tuesday.

The VICE PRESIDENT. He wishes to modify the unanimous-consent agreement only in that respect. Is that correct?

Mr. HUMPHREY. Yes.

The VICE PRESIDENT. Is there objection?

Mr. DIRKSEN. I was not aware that there were other provisions in the unanimous-consent request agreed upon yesterday.

The VICE PRESIDENT. It also provided "that no amendment that is not germane to the provisions of the said bill shall be received." The Senator from Minnesota asks that the order be modified to substitute, instead of "Monday, March 11, 1963, at the conclusion of the routine morning business," the following: "Tuesday, March 12, 1963"; also, to change the hour of voting from 4 o'clock p.m. to 3 o'clock p.m. Is that correct?

Mr. HUMPHREY. That is correct.

The VICE PRESIDENT. Is there objection? The Chair hears none, and the order is entered.

COMMISSION ON SCIENCE AND TECHNOLOGY

Mr. HUMPHREY. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of S. 816, Calendar No. 14.

The VICE PRESIDENT. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 816) for the establishment of a Commission on Science and Technology.

The VICE PRESIDENT. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill.

Mr. HUMPHREY. Mr. President, I should like to express my support of the enactment of S. 816 to establish a Commission on Science and Technology.

The Senate has unanimously approved this legislation previously. It is not, therefore, necessary to reiterate the case for it in great detail.

In my view, a Hoover-type commission is an essential mechanism for taking an independent look at this vast problem: how to organize, or, if need be, reorganize, the U.S. Government so as to meet the formidable problems of science and technology in our time.

It is not enough that the executive branch can and does make studies of this nature on selected scientific issues. It is not enough that the President's Science Advisory Committee has made numerous important reports in the last 2 years, and that many distinguished panels are now at work.

These panels are chosen by the executive branch. They report to the executive branch. The report may or may not be released by the executive branch. I am not questioning the caliber of men who have been appointed to make these studies; they comprise many of the greatest scientific names in the land.

I am merely stressing the need for an independent "look-see"—to which the Congress has direct access and in which it, itself, participates.

I want to mention this, too, as regards the membership of these distinguished panels. There has been a feeling in some quarters that a sort of game of musical chairs goes on. Relatively small numbers of approximately the same numbers of able scientists are over and over again called upon by Government to appraise governmental programs. Many of them have formally served in Government. They invariably are men of outstanding caliber, but there is still concern in many quarters that the most candid and independent judgment may not always be obtained.

A so-called mixed Commission along the lines of the Hoover Commission could secure independent judgment. It could review Federal policies on scientific manpower. It could look at the haphazard way in which certain scientific functions have evolved within some of the newer and older line agencies of the executive branch. It could look at the vital activities of the National Academy of Sciences-National Research Council. Many of us feel that the Academy-Council have not, for a variety of reasons, fulfilled a fraction of their potential usefulness to the U.S. Government.

I particularly invite attention to the fact that the Commission could take an important new look at the organization of the Federal Government for science information purposes. On pages 16 to 19 of Senate Report 116, I have personally presented a statement based upon my findings during work as chairman of the Senate Reorganization Subcommittee. I point out, for example, on page 19, that an independent Commission could make the type of root-to-branch analyses of the information confusion and disuniformity which still tends to characterize so much of the activity within the executive branch.

Many important information improvements have been made by individual agencies. An extremely important report has been prepared by the panel of the President's Science Advisory Committee on Information. There is, however, not the slightest reorganization or consolidation of Federal information services as yet in sight. There is not yet in sight any executive plan for a national network of information systems and services which this subcommittee has so long recommended.

I hope, therefore, that the Senate will enact this Commission bill and I trust that our colleagues in the House of Representatives will approve it this time.

The bill has been unanimously reported by the Committee on Government Operations, and it was previously unanimously reported on two or three other occasions. It has wide support.

It is a good measure. The Senator from Arkansas [Mr. McCLELLAN] is its main author, and has been for several years. The senior Senator from Minnesota held hearings on this subject. I hope the Senate will approve the bill.

Mr. DIRKSEN. Mr. President, if there is other material in the report accompanying the bill, which might be explanatory and worthwhile, I respectfully suggest that it be inserted at this point in the RECORD.

Mr. HUMPHREY. I have marked in the committee report relating to the bill certain passages which I now ask unanimous consent to have printed in the RECORD. I believe these statements make very clear the objectives and purposes of the bill.

There being no objection, the excerpts from the report were ordered to be printed in the RECORD, as follows:

ANALYSIS OF PROVISIONS OF S. 816

DECLARATION OF POLICY

This bill proposes the creation of a Commission to be known as the Commission on Science and Technology. Section 1 of S. 816 declares it to be the policy of the Congress to strengthen American science and technology as an essential resources toward the attainment of the highest potential of Government contribution toward (a) the promotion of the national security; (b) continued national progress in an era of universal scientific and technical development; (c) the procurement and training of the best qualified leadership to maintain and promote world peace; and (d) insuring the maximum utilization of all available scientific know-how and information by coordinating the research and development programs of the Federal departments and agencies with those of American business and industry and with nonprofit organizations, including universities and other educational or technological institutions.

Section 1 also emphasizes the importance of formulating a program for the establishment of national policies which will require coordination of science and technology programs and operations of the Federal Government, through necessary reorganizations of existing departments and agencies which relate directly to Federal science, scientific research and technology, increased efficiency in establishing systems for perfecting a scientific information program, and for the improvement of policies for recruiting, training, and utilizing Federal scientific and engineering manpower.

The bill includes, also, a special provision relating to, and assessing, the importance of how the executive and legislative branches can more effectively achieve common objectives for the advancement of science and technology in the legislative process, as recommended by witnesses appearing at the hearings on an identical bill in the 87th Congress, held on May 10 and July 24, 1962.

OBJECTIVES

Section 2 sets out precise objectives to which the Commission might direct its attention to include, among other areas of study, the following:

1. The establishment of programs, methods, and procedures for the effective reorganization of Federal departments and agencies operating, conducting, or financing scientific programs and supporting basic research in science and technology, with the objective of insuring more effective performance of these essential services, activities, and functions;

2. The elimination of undesirable duplication and overlapping between Government departments and agencies engaged in scientific and technological research, and in information storage, processing and distribution services, activities, and functions, with particular emphasis upon effecting the maximum utilization of the resources of private industry and nonprofit research organiza-

Jr., appealing to churches and synagogues to "bury religious laissez faire in racial problems." The need, the Peace Corps Director said, is for social action programs which will produce concrete gains. Such programs could end segregation in churches where it now exists, Shriver suggested, and "introduce Negroes to every social and community event which the church sponsors or participates in."

It is difficult to generalize about the role of the churches in combatting the evils of discrimination. Even in the Deep South, where strictly segregated congregations are the rule, there is a wide range of opinion among laymen as to the morality of discrimination and many religious leaders have spoken out courageously against it.

But we think it will be generally agreed that even in the North, the example set by such leaders often does not reach deeply enough into congregations. As Shriver suggests, the example is frequently not translated into social action on behalf of basic principles.

It has been our impression, one sustained by inquiry, that Minneapolis churches and synagogues are generally outstanding in their dedicated work on behalf of these principles. The part played by various religious groups in combatting residential segregation and their efforts to educate the citizen to his responsibilities under Minnesota's newly effective Fair Housing Act, clearly suggests the presence of a powerful leaven of conscience which does not stop short of action.

We do not mean to imply that much more could not be done by these groups or by the congregations which they represent. But the picture often drawn of a spiritual leadership reluctant to war on discrimination, and of a lay leadership indifferent to inequalities of racial opportunity does not, in our opinion, apply to this community.

Mr. HUMPHREY. Mr. President, the National Conference on Religion and Race was a most relevant expression of the same concern for human values that prompted President Lincoln to promulgate the Emancipation Proclamation. I commend the persons responsible for conceiving and organizing this inter-religious conference of historic significance.

A BIPARTISAN FOREIGN POLICY—CUBA

Mr. DIRKSEN. Mr. President, I was conducting an executive hearing of the Internal Security Subcommittee. In consequence, I was late in getting to the floor, and therefore did not hear the statement made by the majority leader with respect to a continuing discussion of certain problems relating to Cuba. He was kind enough to let me see the manuscript of his remarks. I believe it is appropriate that I make at least this one comment.

I was curious, when, 20 months after the Bay of Pigs incident, and after it had lain dormant all that time, the Attorney General should see fit to bring the matter out on the front page of the newspapers. I was curious as to the reason and why, after it had languished for 20 months, new life was being breathed into what was, at the time it happened, a controversy.

I have an interest only in the truth. It was written on the ancient parchment, long ago:

Ye shall know the truth, and the truth shall make you free.

I think that is good gospel and that is good philosophy and that is sound doctrine for government.

It was in pursuance of that doctrine that I laid the matter before the policy committee of my own party and asked whether they thought it ought to be explored and whether a further report should be made on it. I have been exploring it, although it has not been necessary for me to energetically explore it, because it has explored itself from time to time. The letters, telephone calls, and telegrams and other material which have come to me bearing upon the matter indicate that there is a high degree of public interest in this subject. I have been exceedingly circumspect in anything I have said with respect thereto. I have sought under no circumstances to prejudge the matter. I leave that to take place after an appropriate committee of the Senate, where both parties have representation may, after an evaluation of the testimony, has come to a conclusion, and when one can ask any member of the newspaper fraternity. That is as much as anyone has received from the minority leader on this point.

It was only when a distinguished Member of the Senate, on a television performance, indicated that it was "spilled milk" that I, perhaps inadvertently, mentioned that spilled milk is one thing, but spilled blood is quite another. When he said, "What do you mean by spilled blood?" I said, "Well, I simply mean that perhaps Americans were killed in the Bay of Pigs operation, and you don't lightly cast aside spilled American blood."

I left it right there. But they worked their own will. They worked their own thinking upon that little morsel. May it be said to the everlasting commendation of the majority leader that he did then state on the floor of the Senate or in a press conference that four American flyers had been killed at the Bay of Pigs.

I asked nobody for confirmation. I was no party to any conference or any session, at the White House or elsewhere, where such a disclosure was made. But the majority leader stated, so that all the world could note, that four American flyers had been killed at the Bay of Pigs fiasco.

Of course, it is no wonder that this disclosure has seized upon the imagination of our people. It is small wonder that it has intrigued the interest of the press. So people continue to conjecture: What was the truth? What is the truth? What did happen? That is the only interest I have in the matter. I do not like to see a gap in contemporary history that may someday be referred to as the Bay of Pigs gap.

If there is any merit in the old expression, it would have merit now; that is, that open confession is good for the soul. So why not lay all the facts upon the record and let us have done with it? Then the whole truth shall have been told, and our people shall have been sat-

isfied on that point. If there are other questions appertaining to Cuba which need discussion, they can be raised when the distinguished Senator from Mississippi [Mr. STENNIS], who is chairman of a subcommittee which is investigating the question, will finally make his report.

So, Mr. President, for myself, I must insist that my own approach to the matter has been most circumspect. I have at no time and under no circumstance undertaken to prejudge the matter. I leave it right there until such time as an appropriate group or subgroup of this body can go into the subject further.

OUTDOOR RECREATION

The Senate resumed the consideration of the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

Mr. JACKSON. Mr. President, I was very sorry to read in the morning newspapers that the Republican leadership has announced its determination to fight the bill which is now before the Senate—S. 20. I think it would be well for the Senate, particularly the Republican leadership, to understand the background and origin of S. 20 and exactly what it seeks to do.

Public Law 85-470 of the 85th Congress, signed by Republican President Dwight D. Eisenhower on June 28, 1958, created an Outdoor Recreation Resources Review Commission.

The Commission was composed of four Senators and four Representatives, equally divided between the two political parties, plus seven public members appointed by President Eisenhower. Mr. Eisenhower appointed as the Chairman of the Commission Mr. Laurance Rockefeller, of New York. Senator CLINTON P. ANDERSON and I served on the Commission. Republican Senators BARRETT, of Wyoming, and WATKINS, of Utah, served on it for a time. They were succeeded by Senator Henry Dworshak, of Idaho, and Senator Thomas Martin, of Iowa. Senator Martin was succeeded by Senator JACK MILLER, of Iowa.

In 1961, when President Kennedy took office, Senator ANDERSON asked him to retain the Commission as it was constituted, even though it was predominantly Republican. This was done.

The Commission reported on January 31, 1962, after a 3-year study, including many detailed research projects. The Commission found—and I wish to emphasize that the findings were unanimous:

The [recreation] demand is surging. Whatever the measuring rod—visits to the Federal and State recreation areas, fishing license holders, the number of outboard motors in use—it is clear that Americans are seeking the outdoors as never before. And this is only a foretaste of what is to come.

Not only will there be many more people, they will want to do more, and they will have more money and time to do it with.

Recreation "activity occasions" ran 4.4 billion in 1960. It is estimated that by 1976 they will run 6.9 billion. They will be more than 12.4 billion—tripled—by

2000. These calculations are based on extensive studies, including a poll of 16,000 persons by Census Bureau for the Outdoor Recreation Resources Review Commission.

The report continues:

After 3 years of research, and an aggregate of some 50 days of discussion among the Commissioners, the Commission has developed specific recommendations for a recreation program. The 15 members brought differing political, social, and resource-use opinions. During the course of the study and discussion, views of the individual members developed, and the collective opinion crystallized. The final recommendations are a consensus of the Commission.

Here on the very first page of the report are the personal signatures of every one of the 15 members—proof of their individual agreement to the statement and to the fact that the report was the unanimous consensus of all of us.

I invite the attention of Senators to the names of members of the Commission who signed the report, which is the basis for the proposed legislation which is now before the Senate.

The Chairman was Laurance S. Rockefeller, chairman of the Rockefeller Brothers Fund, New York, N.Y.

From the U.S. Senate: Senator Clinton P. Anderson, of New Mexico; the late Senator Henry C. Dworshak, of Idaho; the junior Senator from Washington, Senator Jackson; and Senator Jack Miller, of Iowa.

From the House of Representatives, Representative John P. Saylor, of Pennsylvania, the ranking Republican member of the House Committee on Interior and Insular Affairs; former Representative Gracie Pfof, of Idaho; Representative Ralph J. Rivers, of Alaska; and Representative John H. Kyl, of Iowa.

The Presidential Commissioners appointed—and I again emphasize that they were appointed by former President Dwight D. Eisenhower—were:

Samuel T. Dana, dean emeritus of the School of Natural Resources, the University of Michigan, Ann Arbor, Mich.

Mrs. Marian S. Dryfoos, associate director of special activities, the New York Times, New York, N.Y.

Bernard L. Orrell, vice president, Weyerhaeuser Co., Tacoma, Wash.

Joseph W. Penfold, conservation director, Izaak Walton League of America, Washington, D.C.

M. Frederik Smith, vice president, Prudential Insurance Co. of America, Newark, N.J.

Chester S. Wilson, former Minnesota State Commissioner of Conservation, Stillwater, Minn.

All these individuals were appointed by President Eisenhower, with the exception of Mrs. Marian S. Dryfoos, who was appointed by President Kennedy in, I believe, 1961 by reason of the death of one of the members.

Mr. President, the names to which I have just now referred give the background and parentage of the recommendations which are before us. Certainly this group is composed of distinguished Americans who have been appointed without regard to party. The entire

burden of the effort of the Commission was to do an effective, nonpartisan job, so that we could get a report which would result in general agreement.

Mr. AIKEN. Mr. President, will the Senator from Washington yield?

The PRESIDING OFFICER (Mr. RIBICOFF in the chair). Does the Senator from Washington yield to the Senator from Vermont?

Mr. JACKSON. I am happy to yield to my friend, the Senator from Vermont.

Mr. AIKEN. Mr. President, I thank the Senator from the State of Washington for yielding to me.

I wish to say that I think the Commission, which was appointed by President Eisenhower without regard to party, was an excellent one, and made an excellent report to the present administration.

I had hoped, and I still hope, that the extremely important recreation industry and its development and expansion will not become involved in any way in party politics. It would seem to me to be very shortsighted, indeed, to let that happen.

Recreation is one of the most rapidly growing industries in the United States today, and it shows signs of growing in the future at an even more rapid rate.

With the development of technology and assembly-line production, it has become possible for our industrialists to turn out the same amount of equipment of all kinds with much less labor than the amount previously required. Now we must find some way to take up the slack in employment which automation is creating; and the recreation industry lies immediately before us, waiting to be developed to several times its present size. That is particularly true in the part of the country which I represent.

Not only would the recreation industry take up the slack in employment, insofar as operating recreational areas goes, but in recent years there has been developed in the recreation field a demand for much new equipment which was not even on the market a few years ago; and this demand creates new industries and new employment in them.

The recreation industry has created a great new field for investment in this country. Even in our small State of Vermont we see millions of dollars of new money being put into recreation areas annually and thus creating new markets for recreational articles and new jobs for persons who otherwise perhaps would be unemployed. All of this, Mr. President, contributes to the taxable income of the country. I know small towns in my State which 10 or 20 years ago contributed virtually no taxes to the State, but now make very substantial tax contributions, not only on the property there and not only through the employment taxes on those who work in these areas, but also through the tobacco taxes, the gasoline taxes, and all the other taxes. If that tax income were to be lost, its loss could spell disaster to the economy of the State.

In addition, Mr. President, we must consider the agricultural situation of the country. In that connection, in order to keep in economic competition, farmers have had to change their way of do-

ing business. They have had to double or treble the size of their farms, and they have had to purchase new machinery. All this has meant that thousands of small, uneconomic farms have had to be taken out of production. Then how were the small farms used? They were used as residential property; and more particularly, they now contribute to the recreation industry, for today there is a great demand for living accommodations for people who wish to come for a week or a month, or even to live there indefinitely.

In one ski area in Vermont, the manager of the operations told me that presently there is a shortage of 2,500 beds in that one area, and that 2,500 additional beds are needed in order to take care of those who wish to come from other parts of the Nation to visit or live there.

Mr. President, if we were to restrict this development in any way, if we were to turn down cold the recommendations which this Commission, appointed by President Eisenhower, has made, we would literally be taking the bread out of the mouths of our people, and possibly the recovery from the economic shock and loss caused by such action would not occur during this generation.

So I wish to support the Senator from Washington, and to state that I hope there will be no partisan position on this legislation or on legislation of this type. I hope we shall—as we did last year—enact this bill unanimously, so there could be no question about where we stand, and so that no one could charge any of us with obstructing the development of what is possibly one of the most rapidly growing industries in the Nation.

Mr. JACKSON. Mr. President, I should like to associate myself with the remarks of the distinguished senior Senator from Vermont. As usual, he has approached this problem—as he has approached so many other problems—in a statesmanlike way.

It would be most unfortunate if this matter were to become a subject of bitter partisanship. Actually, Mr. President, if the objective is economy and saving money, then the implementation of this proposal, by both the Federal Government and the States, will be a way to achieve it. It will avoid a waste, both of human and of material resources. The States are undertaking all sorts of programs in this area; and those programs need to be coordinated with the programs of the Federal Government. We have an opportunity through S. 20 to utilize the resources of the Federal Government, and also those of the States, to carry out a long-range, coordinated program to deal with problems arising out of what has been so commonly referred to as the great population explosion.

As the Senator from Vermont has pointed out, many great problems which are arising socially, economically, and politically as a result of our rapidly changing industrial technology. Our need is to find proper areas for recreation, not only for the youth of the country, but also for our older citizens. This

bill—S. 20—is part of a desire on the part of all citizens—Republicans and Democrats alike—to meet sensibly this great demand which faces us.

This is not a wild-eyed program. I do not think Laurance Rockefeller and other businessmen on the Commission would jump off the deep end with a program which would hurt the economy of the Nation. This is a realistic program.

The Senator from Vermont [Mr. AIKEN] pointed out that a number of industries in our country have been growing and flourishing—in fact, they are called growth industries—because they are oriented toward the recreational needs and requirements of our people. Recreation is giving employment and new opportunities for business and for working men and women throughout America. I wish to commend the Senator for the point that he has made.

Mr. AIKEN. Mr. President, will the Senator yield further?

Mr. JACKSON. I am happy to yield.

Mr. AIKEN. I am speaking not only for myself personally, but I am also speaking for my State, which supports the bill (S. 20) and the subsequent bill (S. 859) which was introduced by the Senator from Washington, and upon which hearings are now being held. The State Director of Forests and Parks for Vermont had intended to testify in favor of that proposed legislation before the Interior Committee, but unfortunately we had too much snow, sleet, and rain, so that the planes did not fly and he did not get here. But he has sent me his testimony, which I have asked to have inserted in the record of the hearings. So I wish it understood that I am speaking not only for myself alone—although I believe everything that I have said—but I am also representing the position of my State.

Mr. JACKSON. We appreciate that. I think it should be brought to the attention of Senators that the bill before the Senate is a bipartisan bill. It is supported not only by the distinguished senior Senator from New Mexico [Mr. ANDERSON] and the junior Senator from Washington, but also the junior Senator from Iowa [Mr. MILLER], the senior Senator from Vermont [Mr. AIKEN], the junior Senator from California [Mr. ENGLE], and the junior Senator from Montana [Mr. METCALF], as well. We hope that the whole problem can be approached from that point of view. If we fail to do so, I think we will be rendering a great disservice to the country as a whole.

Mr. President, I should now like to turn to some of the recommendations made by the Commission.

The Commission made extensive and very detailed recommendations to meet the tremendously expanded recreation demand which is ahead.

They recommended not only a national recreation policy—by unanimous consensus of all the members—but also many specific steps which should be taken to implement that policy.

The national recreation policy unanimously recommended on page 6 of the report before me states:

It shall be the national policy, through the conservation and wise use of resources, to preserve, develop, and make accessible to all American people such quantity and quality of outdoor recreation as will be necessary and desirable for individual enjoyment and to assure the physical, cultural, and spiritual benefits of outdoor recreation.

Implementation of this policy will require the cooperative participation of all levels of Government and private enterprise. In some aspects, the Government responsibility is greater; in others, private initiative is better equipped to do the job.

The role of the Federal Government should be:

1. Preservation of scenic areas, natural wonders, primitive areas, and historic sites of national significance.

2. Management of Federal lands for the broadest possible recreation benefit consistent with other essential uses.

3. Cooperation with the States through technical and financial assistance.

4. Promotion of interstate arrangements, including Federal participation where necessary.

5. Assumption of vigorous, cooperative leadership in a nationwide recreation effort.

To implement this policy, the Commission recommended, among many others, the following specific steps:

It recommended that we set up and adopt a national classification system for outdoor recreation areas, to facilitate understanding, planning and management.

It recommended that every State develop a statewide recreation plan.

It recommended systematic and continuing research, both fundamental and applied, to provide the basis for sound planning and decisions.

At page 9 of the voluminous report it recommended as follows:

A BUREAU OF OUTDOOR RECREATION

A Bureau of Outdoor Recreation should be established in the Department of the Interior. This Bureau would have overall responsibility for leadership of a nationwide effort by coordinating the various Federal programs and assisting other levels of Government to meet the demand for outdoor recreation.

Specifically, the new Bureau would—

1. Coordinate the recreation activities of the more than 20 Federal agencies whose activities affect outdoor recreation.

2. Assist State and local governments with technical aid in planning and administration, including the development of standards for personnel, procedures, and operations.

3. Administer a grants-in-aid program to States for planning and for development and acquisition of needed areas.

4. Act as a clearinghouse for information and guide, stimulate, and sponsor research as needed.

5. Encourage interstate and regional cooperation, including Federal participation where necessary.

WHAT S. 20 WOULD DO

The Secretary of the Interior established the Bureau of Outdoor Recreation on April 2, 1962, in response to the report, issued January 31, 1962.

In other words, Secretary of the Interior Udall carried out the specific recommendations of the unanimous report of a bipartisan commission headed by Mr. Laurance Rockefeller.

The Bureau will do exactly what the Outdoor Recreation Resources Review Commission recommended.

Secretary of the Interior Udall transferred planning and State cooperation functions to it from National Park Service—duties imposed on that Service, as we all know, under the act of June 23, 1936. These functions were transferred and placed in the new Bureau. Secretary Udall did not have the other powers and authorities, as recommended by the Commission, to transfer to the new Bureau. So Congress has been asked to provide the authorities. The bill (S. 20) now before the Senate would direct and authorize the Secretary, through the Bureau, to first, maintain an inventory; second, prepare a system of classification of types of recreation areas; third, develop a nationwide plan, built on State plans; fourth, provide technical assistance as ORRRC proposed; fifth, encourage interstate and regional cooperation; sixth, sponsor, conduct, and assist in research; and seventh, encourage Federal departments and agencies to cooperate.

Incidentally, I might comment here that, the wonderful cooperation that now exists between Secretary of the Interior Udall and Secretary of Agriculture Freeman is to be most highly commended. They appeared jointly before the committee yesterday to testify together in support of other proposed legislation in this same general field.

Eighth, to encourage donations to the cause—money, lands, and other property that may be of help.

BUREAU IN EXISTENCE

The next point I wish to make is that the Bureau is in existence. Last year \$1.1 million was transferred to it from the Park Service budget. In other words, the funds that the Park Service had for the functions that I have mentioned were transferred to the new Bureau. In the 1964 budget, which is now before the Congress, the request is for \$2.2 million. What I desire to emphasize is that this will be a small bureau, a service organization, and not a land-management agency. The director, Dr. Crafts, has testified that, as far as he can see, at the very outside the budget will never go beyond \$5 million. It will probably be considerably less than that, as a matter of fact at the peak.

There is no money authorization in the bill, because the Bureau is already in existence; and is a budgeted agency.

Mr. President, I do not think there is any question about the fact that this will be a sound, sensible, first step toward carrying out the unanimous recommendations of a very able commission, a commission which has approached the problem without regard to partisanship. I think it would be a serious mistake if the proposed legislation were even to pass the Senate by a narrow vote. Certainly it will pass, but I do not think it would encourage fairminded citizens, regardless of party, to undertake work in behalf of such important programs as the matter now pending before the Senate, if the programs are to be turned into partisan political footballs.

President Eisenhower tried to select people uniquely qualified to serve on the Commission, to approach the problems without regard to partisanship. Presi-

dent Kennedy has followed the same approach, with the same attitude. President Kennedy is now seeking to carry out recommendations made by the original Eisenhower Commission.

Mr. President, I hope that when the Senate votes on Tuesday, it will give a resounding vote of confidence and support to all Americans, to all of our citizens who are interested in dealing with our recreation resources, and the future well-being of our children. I hope the Senate will give a large, healthy—even overwhelming—majority vote in support of the pending bill, S. 20.

BAY OF PIGS

Mr. YOUNG of Ohio. Mr. President, yesterday I adverted to certain incidents surrounding the Bay of Pigs invasion in Cuba in April 1961, and I expressed then, as I express now, my sympathy to the widows and children of the four Americans who were killed in that ill-fated incident.

Reference has been made in this Chamber today, to that invasion, and reference has also been made to it by the former Vice President of the United States, Mr. Nixon. I should like to make some supplementary remarks on this same subject.

It is exceedingly unfortunate that any American men were killed in that abortive invasion. It is a matter of great regret that four fine American young men had the misfortune to be shot down.

The facts are that all of the four were mature men. One had been a test pilot, and a former World War II pilot. He was 37 years of age. His name was Riley W. Shamburger, Jr. It is stated that he received \$2,100 per month while he was training Cubans as aviators preliminary to the invasion, presumably in Nicaragua and Guatemala.

The second man referred to in the news item was, Thomas Ray, I find, 30 years of age at the time, and had just returned from military duty. Evidently he was not employed at the time he enrolled at \$1,900 a month to train Cubans.

The third, Wade C. Gray, was unemployed at the time he was hired. He had been a radio and electronics technician. He was 33 years of age.

The fourth man, Lee F. Baker, was 35 years of age. He operated a pizza establishment, and also had worked as a pilot.

So, Mr. President, they were mature men. They were either recruited, or offered their services; one at \$2,100 a month and the others at \$1,900 a month. Their recruitment was for the purpose of training Cuban exiles. Their recruitment was not for the purpose of combat duty. Evidently in the excitement of the moment at the time of the invasion, realizing there was a need for trained pilots, they voluntarily took over the controls of two planes. Unfortunately, both of them were shot down.

Since that time there have been statements back and forth regarding these men. Let us accept the statements of the unfortunate widows, the mothers of their children, that their hus-

bands were not soldiers of fortune. But they were mature men who entered this perilous work, one might say, at high salaries. Their widows are presently receiving \$487 a month.

Mr. President, I have done some research on the subject of pensions for widows of servicemen killed in combat. If a captain in the Air Force serving in World War II were shot down, as these men serving in the invasion were, the widow of that captain, without a child, would be entitled to receive approximately \$164 a month from a grateful government until such time as she remarried.

Unfortunately, during World War II many Air Force officers with the rank of captain who had little children were shot down.

If the widow had one child, she would be receiving, from a grateful government, \$205 a month up to the time that the child reaches 18 years of age. With two children, the widow would receive \$225 from our Government. When her children reach 18—and presumably they have by this time—the payment of the pension to the widow, if she has not remarried, would revert to \$164.

I stated yesterday that some of the widows of our men in World War II, who left their comfortable homes and loved ones and made the ultimate sacrifice for their country, and who today are receiving \$164 a month, must be somewhat surprised to read in the papers that the widows of these four unfortunate pilots who were killed at the Bay of Pigs invasion in April of 1961 are receiving \$487 a month and expect to receive that amount as long as they remain unmarried.

I make these remarks only to show what our Government has done and what is being done—I do not know for sure by whom. It may be the Central Intelligence Agency or an organization of Cuban freedom fighters, many of whom are sons of men of wealth in Cuba who were dispossessed. Presumably it is not from that source. I have no knowledge on the subject, but my view is that it may be the Central Intelligence Agency that is making the payments.

That leads me to the conclusion that it would be an excellent idea for the Congress to legislate and select a joint watchdog committee to keep the CIA under observation and see that the expenditures of the organization are properly made. Sometimes, when agencies of our Government have ample funds to spend, some of the officials may not always be zealous in the interest of saving taxpayers' money. My belief is that our Central Intelligence Agency is over staffed and is spending too much of the taxpayers' money. Frankly, I could not prove that. No Member of Congress could. This is another reason why there should be a joint committee of Congress to act as watchdog, and to keep the expenditures and operations of the CIA under constant scrutiny.

Frankly, Mr. President, I have supported appropriations for the defense of our country, which includes tremendous sums for the CIA. I am fearful that having available such huge funds and

being top heavy with executives has encouraged this agency to be spendthrift on occasions. It is high time we become more vigilant and work hard to cut out unnecessary spending and lop off unneeded personnel in the CIA and other agencies.

Mr. President, I wish to add one concluding thought which comes to me because I have just taken from the bulletin board a report of a statement by former Vice President Nixon, who said in an interview that he has changed his mind about withdrawing from public life.

That is not surprising, and he certainly has the right to change his mind about retiring from public life. It occurs to me it is quite likely that he will try to continue in public life and in the end become California's Harold Stassen. Richard Nixon and Harold Stassen have both in the past been the wonder boys of the Republican Party. I recall that Harold Stassen served as Governor of Minnesota, and then sought the presidential nomination of that Grand Old Party, of which I am not a member, but which I hold in the highest respect. He later occupied an exceedingly high position in the Eisenhower administration.

Finally, as I recall, I believe he ran for the city council in Philadelphia and was defeated.

Mr. President, Mr. Nixon, according to this news item, charged that President Kennedy blundered by failing to provide air cover for the invasion that could have toppled, he says, the Fidel Castro regime, and, he says, former President Eisenhower would never have made that mistake.

The fact is that in 1960, when General Eisenhower was President of the United States, and this California Stassen, Mr. Nixon, was Vice President of the United States, the Castro regime suddenly, and without warning, seized the property of American citizens in Cuba; seized, for instance, millions of dollars of the property of American corporations which were lawfully in Cuba.

Fidel Castro made no pretext then, and has made no pretext since, of giving any payment whatever to corporations owned by American stockholders, or to American individuals when he despoiled them of their properties.

Was there a peep out of the Vice President at that time about a quarantine against Cuba? Was there an utterance from the then President of the United States about invading Cuba? Firm action would have been justified. Vice President Nixon did not utter one yelp, one cry of protest at that time. Now he is talking big. He wants to be a War Hawk in 1963, but he was extremely silent in 1959 and 1960, when the then administration and its leaders also had a real grievance against Castro's Cuba.

I support the firm, determined, resolute, and unyielding policy toward Cuba of our Commander in Chief, the President of the United States. I am proud of the fact that his policy caused Khrushchev to turn tail last October and to withdraw the aggressive missiles and the aggressive planes from that little island.

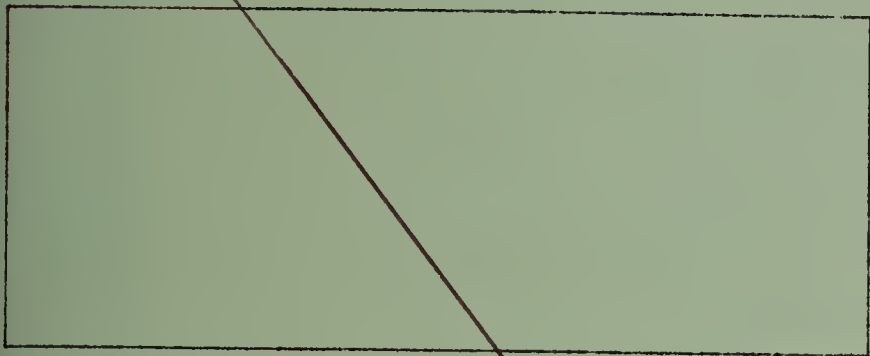
Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued March 12, 1963
For actions of March 11, 1963
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HIGHLIGHTS: Senate passed outdoor recreation bill. Sen. Miller inserted Farm Bureau statement favoring postponement of feed grains bill. Sens. Gruening and Humphrey discussed aid to South America. House passed bill to extend selective service law.

SENATE

1. OUTDOOR RECREATION. Passed with amendments S. 20, to provide specific substantive authority for the Bureau of Outdoor Recreation, Interior Department. pp. 3696-703
2. REPORTS were received on manpower development and training; the crop insurance program; stockpiling (statistical supplement); activities of GAO; and audit of U. S. Study Commission on the Neches, Trinity, Brazos, Colorado, Guadalupe, San Antonio, Nueces, and San Jacinto River Basins and intervening areas, Tex. pp. 3655-6
3. PROPERTY. Received from the General Services Administration a proposed bill to amend the Federal Property and Administrative Services Act to improve the administration of transfers and conveyances of certain real property for various public uses; to Government Operations Committee. p. 3656

4. MISSOURI BASIN. Received from the Interior Department a proposed bill to increase the authorization for appropriation for continuing work in the Missouri River Basin by that Department; to Public Works Committee.
5. GRAIN EXPORTS. Received a S. Dak. legislature resolution favoring promotion of the sale of grain and exportation of wheat to Common Market countries. pp. 3656-7
6. RECLAMATION. Received a Mont. legislature resolution favoring modification of the limit on size of farm units under the reclamation program. p. 3659
7. COTTON. Received a S. C. legislature resolution commending Secretary Freeman for holding the support price on 1963 upland cotton at 32.47 cents. p. 3660
8. YOUTH CONSERVATION CORPS. Received a Ky. legislature resolution favoring establishment of the Youth Conservation Corps. p. 3660
9. DEBT LIMIT. Received an Idaho legislature resolution favoring limitation of the national debt to \$350 billion.
10. INVESTIGATIONS. The Rules and Administration Committee reported various resolutions providing for committee investigations (pp. 3661-2). Sen. Mansfield said they will be considered Mar. 14 (p. 3703).
11. CENTENNIAL. The Judiciary Committee reported without amendment S. J. Res. 4, to provide for U. S. participation in the W. Va. centennial celebration (S. Rept. 50). p. 3662
12. INTEREST RATES. Sen. Proxmire warned against increasing interest rates and inserted a Wall Street Journal article on this matter. pp. 3670-1
13. FOREIGN AID. Sen. Gruening said the Alliance of Progress is in danger of failing because the privileged class resists reform, and that the U. S. Government is not insisting on reform strongly enough. pp. 3691-3
Sen. Humphrey inserted and commended an article, "Venezuela Farmers Want to Help Themselves." pp. 3707-8
14. PERSONNEL. Sen. Miller inserted an article criticizing the Government's plans for summer employment of students. p. 3705
15. FEED GRAINS. Sen. Miller inserted a Farm Bureau statement favoring postponement of feed grains legislation until after the wheat referendum. pp. 3705-6
16. ADJOURNED until Thurs., Feb. 14. p. 3711

HOUSE

17. SELECTIVE SERVICE. By a vote of 387 to 3, passed without amendment H. R. 2438, to extend the induction provisions of the Universal Military Training and Service Act for 4 years. pp. 3720-42, 3755-6
18. FOREIGN AID. Rep. Hall criticized use of the U.N. Special Fund for training Communists in Poland in how to feed their people adequately. pp. 3745-7
19. COTTON. Rep. Kornegay criticized the two-price cotton support system. pp. 3747-8

into declaring war against Great Britain, and France should be enabled to seize the Danish fleet so as to make use of it against Great Britain. As Denmark was not capable of defending herself against an attack of the French Army in North Germany under Bernadotte and Davoust, who had orders to invade Denmark, the British Government requested Denmark to deliver up her fleet to the custody of Great Britain, and promised to restore it after the war. Denmark, however, refused to comply with the British demands; whereupon the British considered that a case of necessity in self-defense had arisen, shelled, Copenhagen, and seized the Danish fleet."

In a footnote on the following page Lauterpacht states that: "The action of Great Britain in this case, while condemned by most continental writers, is approved by many British and American writers."

One of the British writers who states that this action is "justifiable in our opinion" is Westlake (op. cit. p. 315).

Two other arguments should be considered in connection with our reliance on self-defense. First, it has been urged that the Russian-Cuban action was not a threat of the use of force, but itself justified by self-defense of Cuba to prevent a U.S. invasion. This contention is clearly fictitious. The Castro regime has been in power for almost 4 years and yet no attempt has been made by U.S. forces to invade the island. On several occasions Cuba has appealed to the Security Council to ask protection against a threatened invasion, but has never been able to adduce any evidence in support of its claim. Finally, proof conclusive of its falsity was furnished when at the time of the landing at the Bay of Pigs by the returning Cubans we refused to give them the assistance of our Air Force which they desired.

Second, it has been suggested that if the position of the United States is sound, it follows that the action which the United States took in establishing a base in Turkey was similarly a threat to the peace in violation of the Charter.

This suggestion is without merit for the following reasons:

The action we took in Turkey was not the initiating action of an aggressive nature, but our response to the prior aggressive steps taken by Russia in its expansionist program, and was of a defensive nature. As has been well stated by Mr. Frank Altschul, vice president of the Council on Foreign Relations, in a letter to the New York Times of October 29, 1962:

"There are few things less in keeping with our national tradition or desires than to have, in time of peace, Armed Forces of the United States stationed far from home at distant points around the globe. Yet we have felt obliged to break with tradition and preference in response to Soviet conduct, which has, ever since the fall of Czechoslovakia, in and out of the United Nations carried the conviction that the Soviet Union has in no sense placed limits on its well-advertised determination to spread its dominion to the farthest corners of the earth.

"Our bases, accordingly, represented an important, if by no means the only, contribution we have made to the defense of the non-Soviet world against the overweening ambitions of the Kremlin.

"The Soviet missile base in Cuba, on the other hand, is of quite a different character. Our history, as Mr. Kennedy said in his eloquent address, unlike the Soviet's since the end of World War II, demonstrates we have no desire to conquer or dominate any other nation or impose our system on its people."

"The masters of the Kremlin know as

well as we do that the missile base, so furiously under construction in Cuba, cannot possibly be regarded as essential either to the defense of the Soviet Union or Cuba. Located close to our shores, it is purely aggressive in nature and furnishes evidence that the Soviet Union still regards the threat of a nuclear holocaust as a useful instrument for advancing Soviet objectives."

THE ACTION OF THE OAS

It has been suggested by our State Department that there is a different legal basis for the quarantine in the resolution adopted on October 23, 1962, by the Council of the OAS authorizing action which would include and go beyond the quarantine. The argument advanced is that the Charter specifically recognizes regional organizations and assigns to them an important place in carrying out the purposes of the United Nations in that article 52(1) states that "Nothing in the present charter precludes the existence of regional arrangements or agencies for dealing with such matters relating to the maintenance of international peace and security as are appropriate for regional action, provided that such arrangements or agencies and their activities are consistent with the purposes and principles of the United Nations."

It is urged that this article gives to regional organizations the right to use force collectively for the removal of threats to the peace in their region in a situation where an individual State would not have the right to use force.

This position seems to be of doubtful validity. Certainly the wording of article 52 (1) above quoted gives it no support. Nor do the debates at the San Francisco Conference and the discussion there of the Act of Chapultepec support the suggested construction, for that act specifically provided only for the collective use of force "to prevent or repel aggression."

It would therefore seem that under the charter the resolution of the OAS would not justify the quarantine action by the United States if it had not been justified, absent the resolution.

The resolution does, however, have very real weight on the issue of the validity of the contention of the United States that the quarantine was in fact an act of self-defense. Instead of relying on a unilateral decision of the United States that it was acting in self-defense, there is now the unanimous judgment of the 20 members of the OAS after considering the evidence that the peace of the continent was threatened and that the United States and the other members should take necessary action including the use of armed force to stop the flow of offensive missiles into Cuba.

In addition the resolution of the OAS furnishes convincing refutation to the asserted claim referred to above, that the United States was contemplating an invasion of Cuba to overthrow Castro and that the installation of even offensive weapons was defensive and not a threat of aggression. Surely it could not be claimed that the 20 members of the OAS all contemplated joining in an invasion of Cuba; nor could they have believed that the United States had such a plan in mind when the resolution of October 23 was adopted by them. On the contrary, this resolution constitutes their unanimous judgment that this excuse for the introduction of missiles in Cuba is unjustified.

This action of the OAS is thus of the greatest importance in confirming that the quarantine was an act of self-defense and that the action of the United States was not in violation of its obligation under the Charter.

MILITARY AID TO WESTERN EUROPE

Mr. CHURCH. Mr. President, I would like to call the attention of my colleagues to an editorial appearing recently in one of the largest and most influential newspapers in the West, the Salt Lake Tribune. This editorial alerts the paper's readers to the disproportionate burden the United States is carrying in providing an adequate system of European defense. The editorial shows that our NATO allies are not meeting their share of this burden, either in terms of money or manpower.

The editorial points out that the United States is now supporting about the same number of men under arms as all of the NATO countries put together, even though the population of the NATO countries is almost 100 million larger than that of the United States. In addition, defense spending in the United States is currently about \$52 billion a year, or \$277 per capita, while the current spending of all NATO countries is only \$15 billion, or \$53 per capita.

The editorial concludes with a plea that this relationship between the United States and our NATO allies be corrected. And correct it we must.

As I have pointed out on numerous occasions in the past, there is no justification for the United States to continue subsidizing the armed forces of our prosperous NATO allies. Congress stopped further substantial economic aid to these countries some 9 years ago, when it was recognized that they had fully recovered their capacity to be self-supporting.

Yet, since 1950, the United States has given to the nations of Western Europe, in the form of outright military assistance grants, a sum approaching \$15 billion. This vast sum is in addition to our contribution to the NATO infrastructure. These countries have long since recovered their capacity to support their own armed forces without further help from us. The United States, however, continues to extend these military grants, to the tune of \$314½ million in fiscal 1963 alone. Must the taxpayers of this country pay this bill indefinitely? Is there to be no end to the subsidy?

I am certainly aware, Mr. President, of the great wealth of the United States, and I am also aware that our per capita gross national product is much higher in the United States than in Western Europe. But is this difference in wealth proportionate to the burden being carried by the United States? The figures indicate otherwise. The per capita GNP in the United States is about 2.6 times as great as that of Western Europe. But, as I mentioned before, the average American taxpayer spends \$277 yearly for defense purposes, while his West European counterpart pays only \$53 yearly for defense purposes. The average American taxpayer is therefore spending over 5 times as much for defense purposes than the average taxpayer in Western Europe, which is almost twice the burden that would be war-

ranted by comparing the individual income of each. This leaves no conclusion but that the American taxpayer has a legitimate complaint, and that it is high time for the financially successful NATO countries to assume a somewhat more equitable share of their own defense burden.

To demonstrate further the level of prosperity that has now been achieved by most of our NATO allies in Western Europe, we need look only to the unemployment figures for the United States and for the NATO countries. A study has been made which compares the unemployment levels of the United States with the countries of Western Europe, during the period from 1953 through 1961. Figures were available for all of the NATO countries except Greece, Portugal, and Turkey. In 1953, the average number of unemployed persons in Western Europe—Belgium, Luxembourg, Denmark, France, Germany, Netherlands, Italy, Norway, and the United Kingdom—was about 4.1 million of the total labor force. This number has steadily decreased over the years, until in 1961 the total unemployed in these same countries was only about 2.2 million persons. In the United States, on the other hand, our citizens have not been so fortunate in finding needed jobs. In 1953, the United States had about 1.9 million unemployed persons in our labor force, while in 1961 we had an average of over 4.8 million unemployed persons. The unemployment trend in the United States is up; in Europe, it is down.

For these reasons, I think the Tribune editorial, entitled, "Sharing Burden of Defending Freedom," is particularly appropriate. It is time for our NATO allies to pay their own way, and for this result to be realistically accomplished, it is essential that this year's foreign aid bill be amended to express such a policy by congressional action. If we continue unwarranted subsidies to rich NATO members, we not only disserve ourselves, but the alliance as well. In the long run, it will be greatly weakened, because it will lack the strong internal respect that comes from each member doing its share. This Congress should terminate further military grants to the individual NATO countries that have no further need for them.

I ask unanimous consent to have printed in the RECORD at this point the editorial in the February 4, 1963, issue of the Salt Lake Tribune.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

SHARING BURDEN OF DEFENDING FREEDOM

Something of an "agonizing reappraisal" of relationships within the Western Alliance is now in progress. It is related to the fair sharing of the burden of European defense, both in terms of money and manpower.

The reappraisal was in process well before France's brutal action in vetoing expansion of the European Common Market. But this French withdrawal from closer British and United States association is bound to further exacerbate strained relations and divergent views among the allies on defense policies and proper burden shares.

That dispute was dramatized by the furor in Britain over the United States decision to abandon the Skybolt missile. Hardly had that been ironed out at the Nassau Conference between President Kennedy and Prime Minister Macmillan, than new controversy erupted over British responsibility to pay part of the cost of the improved Polaris missiles offered as a substitute for Skybolt.

Meanwhile France insists on going its own way as a nuclear power and downgrades its commitment to NATO by assigning a puny division and a half to NATO forces—contrasted with Britain's 55,000-man NATO Army and the 400,000 men the United States has committed to NATO.

In Britain, meanwhile, the influential Manchester Guardian is challenging the whole plan to have six British Polaris submarines as not worth the estimated \$1 billion cost.

At the same time the United States is challenging all its European allies to take over more of the task of defending themselves. Defense Secretary McNamara put the case quite bluntly at a recent meeting with the allies in Europe.

And there is reason for a blunt presentation.

The United States with a population of about 188 million is now supporting about the same number of men under arms as all the European NATO countries with their population of some 280 million.

The United States is the only large NATO power with a 2-year draft. Britain has none, most others 18 months or less.

The monetary comparison is even more weighted against this country. United States defense spending currently is at the rate of \$52 billion a year, or \$277 per capita. All 12 of our European allies spend only \$15 billion, or \$53 per capita.

With such a disproportionate share of the defense burden, it is no wonder America's groaning taxpayers can't provide enough tax revenues to balance the national budget; or that the international balance of payments continues to be against this country; or that the American economy and its rate of growth remains sluggish in comparison with most European nations.

This relationship must be, and it is being, reappraised.

As President Kennedy said recently, it is really fantastic what the United States has done to defend freedom around the world and to rebuild the economies of war-shattered countries, including our former enemies. This magnificent effort has undeniably halted the advance of communism and built the foundations of Europe's present prosperity.

But other nations of the Western World are now capable of resisting communism themselves, and their economies need no more support. It is time for them to accept a more equitable share of the burden of defending freedom.

Failure to resolve this problem on a basis of commonsense and reasonableness could so weaken the alliance as to make its members easy prey to Communist takeover.

OUTDOOR RECREATION

The Senate resumed the consideration of the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

Mr. ANDERSON. Mr. President, the bill—S. 20—is now before the Senate. I ask unanimous consent that the committee amendments be now considered, and I ask unanimous consent that they be agreed to en bloc.

The PRESIDING OFFICER. The question is on agreeing to the committee amendments en bloc.

The amendments were agreed to en bloc.

Mr. ANDERSON. Mr. President, I also send to the desk an amendment which was very carefully studied by the committee and agreed to by the members of the subcommittee, which I ask the Senate to adopt at this time.

The PRESIDING OFFICER. The amendment will be stated for the information of the Senate.

The LEGISLATIVE CLERK. On page 3, line 21, after the word "purposes" it is proposed to delete the semicolon, insert in lieu thereof a comma and add the following: "including advance payments without regard to section 3648 of the Revised Statutes—39 U.S.C. 4154—for initial costs of such research to any educational institution or other nonprofit organizations when necessary and in the public interest;".

The PRESIDING OFFICER. The question is on agreeing to the amendment.

The amendment was agreed to.

Mr. MANSFIELD. Mr. President, after consultation with the distinguished minority leader and the Senator from New Mexico [Mr. ANDERSON] concerning the unanimous-consent agreement entered last week, I ask unanimous consent at this time that the unanimous-consent agreement for a vote at 3 o'clock tomorrow be vacated.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

Mr. MANSFIELD. Mr. President, the reason for making the request at this time is that it is my understanding there will be no yea-and-nay vote on the measure now pending; that it is agreeable to all sides; and that the measure can be disposed of today.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. ANDERSON. Mr. President, those who may oppose S. 20, to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, have done a very real service, whether it was intended or not. The bill will receive more careful study, and our recreation problems will become better understood as a result.

The Committee on Interior and Insular Affairs held a 1-day conference on the bill on February 5, during the debate on the Senate rules, which claimed all the headlines. The committee subsequently decided to regard its February 5 proceedings as a hearing, and printed them as a hearing record.

The committee then considered the bill at its first executive session, adopted three minor amendments, and unanimously ordered the measure, as amended, reported to the Senate. Since that time, agreement has been reached to amend one of the committee amendments in regard to advance payments for research, which we have now done.

Bringing the measure to issue and debate affords us an opportunity to use

the floor of the Senate to lay before the country a little more of the background and the dimensions of the outdoor recreation problem.

In the last two decades the United States has seen a phenomenal growth in use of outdoor recreation facilities.

Their use was growing some prior to World War II, but not so tremendously that it could not be handled by the addition of a new national park occasionally, or the development of a few picnic grounds and campgrounds in the national forests.

AN OPPORTUNITY MISSED

During the depression days in the thirties, Secretary of the Interior Harold Ickes foresaw the need for preservation of some areas to meet growing recreation demand. At his direction, the National Park Service made a survey of the shores of the Atlantic and the Gulf of Mexico to determine if steps should be taken to reserve part of them for recreation.

The Park Service recommended that at least 10 percent of the 4,025 miles of oceans and gulf shore should be reserved. It consequently recommended that the Federal Government acquire 12 tracts of land, totaling 600,000 acres with 400 miles of water frontage, at an estimated cost of \$12 million. The tracts stretched all the way from Barnagat Inlet in New Jersey to Padre Island, Tex.

It is a very regrettable fact of history that the pressure for recreation facilities was not sufficient at that time to push the program through. The Nation could have acquired the 12 sites, with their 400 miles of frontage, for a very small fraction of what considerably less frontage is going to cost us today.

Only 1 of the 12 sites was acquired in the years just after the Ickes' survey—a part of Cape Hatteras off North Carolina. We are now in the process of buying a part of a second one—80 miles of the 117-mile Padre Island off Texas. It is going to cost us eight times the estimated cost of the whole 117 miles of Padre Island in 1935.

All of the other 10 sites recommended in the thirties have now been developed by private developers. A resurvey of them in 1955 showed that land values had multiplied many times in the two decades. One of the areas, Bogue Island off North Carolina, is a 30-mile island which could have been acquired in 1935 for \$260,000. In 1935 there was only 9 miles still undeveloped and its value was put at more than \$1 million—an increase of 1200 percent in valuation in two decades. The story at the other sites is the same. At one of them, which had been subdivided, values in 1955 were up from \$26 an acre to \$65 per front foot for a building lot.

WARTIME DECLINE

Part of the reason for our failure to act at that time was the approach of World War II, rising employment, and economic activity. When the war engulfed us, demand on recreation facilities plummeted.

Mr. President, I ask unanimous consent to have printed at this point in

the RECORD a table showing the number of visitors at National Park Service areas and at the national forests from 1941 through 1961.

There being no objection, the table was ordered to be printed in the RECORD as follows:

Visits to national park areas and national forests

Year	Park Service areas ¹	National forests
1941	21,236,947	18,004,785
1942	9,370,969	10,407,120
1943	6,828,420	6,274,659
1944	8,339,775	7,151,953
1945	11,713,852	10,074,089
1946	21,752,315	18,240,677
1947	25,534,188	21,330,751
1948	29,858,828	24,010,964
1949	31,736,402	26,080,255
1950	33,252,589	27,367,797
1951	37,106,440	29,950,252
1952	42,299,836	33,006,885
1953	46,224,794	35,403,050
1954	47,833,913	40,304,037
1955	50,007,838	45,712,868
1956	54,923,000	52,556,084
1957	59,285,000	60,957,273
1958	58,677,000	68,449,500
1959	62,812,000	81,521,000
1960	72,288,000	92,594,500
1961	79,040,000	102,000,000
1962	88,000,000	112,762,000

¹ National park areas include parks, monuments, historical sites, and related areas.

Mr. ANDERSON. Mr. President, this table tells only a part of the story of recreation demand in the United States. But it shows how demand declined during World War II, and then literally skyrocketed.

The national parks had 21 million visitors in 1941. That fell under 7 million in 1943, jumped back past 21 million in 1946, and has quadrupled since the immediate post-war period.

The Forest Service story is even more striking.

Visits to the national forests ran 18 million in 1941. They fell off to about 6 million in 1943, climbed to 10 million in 1945, and they were 10 times 10 million in 1961—102 million. The gain alone in 1962 is now estimated to be greater than the total attendance back in 1945.

GROWTH UNDERESTIMATED

We became aware of the tremendous growth in use of recreational facilities in the Nation in the fifties, when visitors and tourists started overflowing not only old facilities for recreationists, but all the new ones we could build. Our old pace of providing recreation areas and facilities wasn't keeping up with demand.

In 1954, Stephen Raushenbush of the Public Affairs Institute here in Washington went to a natural resources conference in Canada and told the participants that demand on recreational facilities was growing a great deal faster than population; that multipliers were at work. Raushenbush related rising per capita income and shorter working hours to the rising demand to explain why the increase was exceeding population growth. He made a very interesting attempt to startle the natural resources experts into a realization of the dimensions of the recreation problem they confronted by projecting demand ahead to 1960 on the basis, not just of population growth, but population growth times increased income and increased leisure.

Raushenbush's projections were for a 32 percent to 50 percent increase in visits to park and forest recreation areas between 1953 and 1960. The actual increase was in the order of 110 percent. The U.S. parks and forests had 77.7 million visitors in 1953 and 164.9 million in 1960.

Raushenbush was not the only estimator in the fifties who was later shown to be overly conservative. Agencies across the country, in the recreation business, were awakening in this period to the situation which confronted them and planning to handle increased visitors, but they almost invariably set their sights too low. One factor they overlooked was the effect that post-war road building would have on recreation demand—the increased mobility of the increased numbers of people with higher incomes and more leisure time.

The 50 million visitors to National Park Service areas in 1955 were twice the capacity of facilities available to service them. Vacationists who were turned away from the crowded camping grounds and picnic areas grumbled, and they grumbled so loudly even those of us here in Washington could hear it. It came to us through the press and in our mail.

SCENIC AREAS ENDANGERED

The overload of park visitors was not only a public relations problem, it was resulting in damage to the natural and historic features of the park areas which the Park Service was supposed to protect and preserve. Campers who were unable to get into regular camping areas pitched their tents, built their fires, and left their garbage in the most scenic and interesting spots they could find. They were often right beside or even astride the finest attractions in the parks. An inadequate force of park rangers was unable to police them all.

The National Park Service has a dual responsibility under its basic charter, the National Parks Act of 1916. One is to preserve and protect the great natural scenic areas entrusted to it for the undiminished enjoyment of future generations. The other is to provide reasonable access to the areas for the pleasure and recreation of the present generation.

The 50 million visitors to the parks were making it impossible for the Park Service to discharge its preservation responsibility, and so, in 1956, it submitted to Congress a 10-year \$600 million program to provide facilities to handle 80 million visitors. That was the number of visitors anticipated in 1966 under the project, known to all of us now as Mission 66.

If Senators will refer to the table I have placed in the RECORD, they will find that the number of visitors to the Park Service areas went beyond 80 million in 1962—4 years ahead of the predicted time schedule. It should have been Mission 62 instead of Mission 66.

THE FOREST SERVICE RESPONSE

The National Forest Service responded to the recreation pressure on its facilities in the midfifties with Operation Outdoors, developed in 1956 and initiated in 1957.

Operation Outdoors was less than a one-tenth part of the program for the national forests submitted to Congress in 1957. The total program for the forests was estimated to cost \$1.7 billion. Out of that total, \$123 million was for 102 new family camping units and similar recreational facilities.

In 1961, when demand had overrun the original estimates and after President John F. Kennedy had called for greater emphasis on natural resources conservation, mentioning the forests specifically, the Forest Service revised its program upward by 50 percent to a \$2.5 billion level. But it more than tripled the share of the recreational programs in the new allocation of funds. Instead of \$123 million for recreation, the revision contained \$409 millions for that purpose. To handle its more than 100 million annual visits, the Forest Service proposes the reconstruction and rehabilitation of 2,000 existing campgrounds; development of 28,000 new camping and picnic areas; development of 4,000 recreation sites where boating, swimming, winter sports and other recreational uses can be served; and special developments at outstanding scenic and recreational areas which attract unusually large crowds.

Thus, the bold new programs of the fifties, proposed by both the Park Service and the Forest Service—Mission 66 and Operation Outdoors—proved overly conservative.

It should be said, in fairness, that program proposals which reach Congress are almost invariably more modest than the original agency proposals. There is a Budget Bureau between the agency and Congress, with an eye on the dollar and the budget balance, and too little contact with the realities of life out where people live. For example, the Bureau for some years vetoed any appropriation request in behalf of the Fish and Wildlife Service for recreation, although millions of visitors were pouring into the game ranges and refuges every year. The visitors had to be policed, the garbage picked up and essential recreation services performed by staff and facilities pirated from other budget items.

Unquestionably, the Park Service and the Forest Service originally sought more adequate programs than those which were finally proposed to the Congress.

By 1958 it had become apparent even to us in the Congress that we had a bear by the tail—almost literally. We were trying to handle a bigger problem than we had realized by a handle which was wholly inadequate to the situation.

Congress enacted a bill which I was privileged to introduce in the Senate and which Representative WAYNE ASPINALL, of Colorado, introduced in the House, establishing a national Outdoor Recreation Resources Review Commission.

We instructed that Commission to inventory and evaluate the outdoor recreation resources and opportunities of the Nation, to determine the types and location of such resources and opportunities which will be required by present and future generations; and in order to make comprehensive information and recommendations leadings to these goals

available to the President, the Congress, and the individual States and territories. Also the Commission shall compile such data and in the light of the data so compiled and of the information available concerning trends in population, leisure, transportation, and other factors shall determine the amount, kind, quality, and location of such outdoor recreation resources and opportunities as will be required by the year 1976 and the year 2000, and shall recommend what policies should best be adopted and what programs initiated, at each level of government and by private organizations and other citizen groups and interests, to meet such future requirements.

The chairman of the Committee on Interior and Insular Affairs, Senator JACKSON, made a splendid, concise statement on Friday last of the nature of the Commission, its membership and its recommendations leading up to the presentation of the measure before the Senate, S. 20, and of the contents of the bill.

The Commission, appointed by President Dwight D. Eisenhower, followed the mandate of the bill. It was bipartisan, including four Senators and four Representatives equally divided between the parties. The seven citizen members appointed by Mr. Eisenhower were, as the bill directed, "citizens known to be informed about and concerned with the preservation and development of outdoor recreation resources and opportunities, and experienced in resource conservation planning for multiple resource uses."

The report of the Commission was a conscientious effort to find the best possible solutions to growing recreation demands.

This is not a Kennedy new idea measure, although the President is to be highly praised for the strong support he has given it and the whole recreation program.

S. 20 is the product of two decades of national experience with burgeoning recreation demands followed by one of the finest examples of bipartisan—indeed, nonpartisan—study and planning that will be found in the history of our country.

Seldom have a group laid their partisanship aside so completely, outlined factual studies, enlisted technicians and experts in the field, and made so thorough a study of a major national problem.

The bill which created the Commission was introduced on February 5, 1957, by Senators Anderson, Murray, Watkins, Carroll, Barrett, Kuchel, Allott, Neuberger, Morse, Mundt, and Goldwater—six Republicans and five Democrats.

The congressional posts on the Commission were divided equally between the parties. The politics of some of the commissioners appointed by President Eisenhower aren't known to most of us.

We can assume that the Chairman of the Commission, Mr. Laurance Rockefeller, brother of the Republican Governor of New York, is a Republican. One or two other of the citizen members of the Commission could be suspected of being Republicans by their identities outside the Commission, but within the

Commission there was no way to tell whether Joe Penfold of the Izaak Walton League, Dean Samuel Dana, of the University of Michigan, and any of the others were Democrats or Republicans. I can testify that they have acted on this work without political or partisan prejudice.

The whole group—including the congressional members—were citizens and conservationists working together to dig out the facts and develop a sound national recreation policy and program to supplant the piecemeal and inadequate efforts of the individual agencies of government at both the Federal and State levels.

The adjectives "piecemeal" and "inadequate" are used here without any implication of criticism whatever.

The National Park Service and the Forest Service were criticized for asking as much as they did in Mission 66 and Operation Outdoors. No one can properly do anything but commend them for their early responses to the emerging problem of surging recreational demand.

Congress was not so farsseeing that we pressed extra authorizations and appropriations on them with an injunction to do more than they had proposed.

Nor is Congress to be criticized. When we realized the size of the problem, we made arrangements to get the facts by the creation of the Outdoor Recreation Resources Review Commission.

The report of the Commission is, to my way of thinking, one of the finest ever submitted to Congress. It was expensive. The Nation invested more than \$2 million in its preparation. It is worth every penny if we carry it out. It is backed up by an extensive inventory of outdoor recreation areas in the Nation, including the names of approximately 10,000 of them, plus the managing agency, acreage, county location, facilities available and much other data. It is backed up further by 25 studies of special problems involved in planning a proper recreation program. There are studies of the place of wilderness in a recreation program, of shoreline resources, hunting, and fishing. There is an extensive study of the types of recreation people enjoy and of the quality required to give the users satisfaction. More than 16,000 people were questioned extensively on their recreation activities, reactions, and aspirations to determine accurately the nature and extent of public demand.

The Commission studied the proper role of each level of government in meeting recreation needs. Study No. 11 is of the private role in supplying outdoor recreation demand, a careful appraisal of how far the Government should go, and how much of the load private agencies and private enterprise can meet.

There was detailed analysis of Government agencies involved in the recreation field, and of how Government could best organize itself to carry on a recreation program.

Copies of the Commission report were sent to every Member of Congress and I hope that every Member will get out his copy and examine it carefully before we vote on S. 20. Its thoroughness can-

not fail to impress any openminded person.

It is to the credit of the Commission that it did not do as so many commissions do, and dodge the tough, controversial questions.

The Commission outlined a recreation policy for the U.S. Government and then it blueprinted in detail how that policy should be translated into action programs. It made recommendations on where responsibilities should be assigned, what should be done, and how the bill for such work should be paid.

The Bureau of Outdoor Recreation established by Secretary of the Interior Udall in April last year was not only recommended by the Commission, but its functions were outlined in detail—the very same functions that S. 20 proposes to have it discharge.

The citizen members of the Outdoor Recreation Resources Commission served without compensation. They were all able people, unselfishly contributing many, many days of their time to their Government. We met for 50 days. It took at least that many more days to study over the reports and prepare for the meetings.

Those of us in Congress are accustomed to harsh comment. But I would deeply regret that men like Dean Samuel Dana, of the University of Michigan; Bernard Orell, of Weyerhaeuser Lumber; Frederick Smith, of the Prudential Life Insurance Co., and some of the other citizen members might have been disturbed by a stern statement in opposition, as their first recommendation comes to the floor. They deserve our very great gratitude.

Mr. President, we frequently need the assistance of gifted citizens in the solution of major problems. We have used such commissions of citizens many times. They have the ability to take problems outside the partisan arena and study them objectively. None has ever done a finer job than this group, headed by Laurance Rockefeller. None has ever done a more conscientious job.

I am sure that the minority leader with his usual fairness, did not intend to indicate a lack of appreciation for what the citizen members of the Outdoor Recreation Resources Review Commission did. S. 20 is not a "bright new idea" of the Kennedy administration; in reality it is the thoughtful, carefully considered and unanimous recommendation of a bipartisan group including some very splendid and outstanding citizens.

There will be at least one more measure following this one before the present Congress to implement the ORRRC report. It is now before the Interior Committee. There has been some objection to some features in it. We are going to study them carefully in the committee. I am hopeful that a fine bill will finally be presented to the Senate.

So, the sharp comment which has been made about S. 20, may ultimately serve an excellent purpose in identifying the source of this piece of recreation legislation and the impelling reasons why it has come before us with strong bipartisan support.

I trust that it will pass and I am gratified that the minority leader has relented somewhat on his call for all-out resistance to the bill.

Mr. DIRKSEN. Mr. President, as indicated by the majority leader, I had intended to ask for a ye-and-nay vote; and by unanimous consent it was determined that that vote would come on Tuesday, March 12, at 3 o'clock p.m.

I prefer to have the ye-and-nay vote come on an implementing bill which, so far as I can tell, will shortly be reported by the Committee on Interior and Insular Affairs. That bill is S. 859. It provides the sinew and the substance to give real validity to the pending bill.

However, I am still opposed to the bill, as such, which is before the Senate. I am opposed to it because, in effect, it enlarges the functions of a bureau which was created by an order of the Secretary of the Interior last year. The bill now contains a congressional finding and, in addition, spells out a vast variety of authority that shall be handled through the Bureau for Outdoor Recreation. The only allusion in the bill to funds is that the Bureau shall have authority to accept donations and contributions.

I believe we are faced with the enactment of a bill which would authorize Treasury advances, over a period of 8 years, of a maximum of \$60 million a year. Those advances would be interest free; and if the whole potential were authorized and were utilized, it would mean that this Bureau in the Department of the Interior could then expend up to \$480 million to advance moneys for the purpose recited in the pending bill. There would be no requirement to repay out of the so-called fund, to be established in the companion bill, until the 11th year. That is just another method of back-door financing.

I do not know why these bills were not combined. I do not know why the whole package, including the authorization and the funds to be used to cover those authorizations, was not set before us in a single bill. However, the fact is that the bill before the Senate is a naked authorization and a finding. That is extremely interesting, because in the very first section of S. 20 the bill recites:

That the Congress finds and declares that the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable.

Mr. President, that is a pretty big package, I must say, when we talk about the quantity and the quality which are needed and are desirable. It reminds me of a former British Prime Minister, of whom someone once asked, "Why don't you let the country live like gentlemen?"

The Prime Minister replied, "To let the country live like gentlemen would soon mean bankruptcy for the Empire."

Mr. President, there ought to be some limitations provided in the bill. The bill contains rather fancy words, when it extends a finding by Congress as to how far we shall go in this field.

Mr. President, in the order issued on April 2, 1962, by the Secretary of the

Interior, the so-called spending functions of the National Park Service were transferred to the new Outdoor Recreation Bureau. This, then, under S. 20, now before us, is an expansion and the creation of a great many new functions which this agency would undertake. In a sense it is, then, a new function; and, as such, it will require new obligational authority, which will come in a later bill, in the form of advances.

Mr. President, I would be the last Member of the Senate to be opposed to the development of the outdoor resources of this country. I was born in the country; I sort of grew up in the country; I have the same deep desire to enjoy the outdoors that anyone else does; and I do wish to see those functions properly developed. But I have to measure the undertaking of a vast function at this time—and I emphasize the words "at this time"—against the fiscal problems presently before us.

We are confronted with what is popularly referred to as a \$99 billion budget. But, Mr. President, actually we are not confronted with a \$99 billion budget; we are confronted with a \$108 billion budget, because the \$99 billion budget, as has been emphasized, is the administrative budget; it is the spending budget. However, it does not include the new obligational authority, which amounts to a little more than \$9 billion. So let us be realistic about this matter, and put the budget in the correct light, and call it what it is; namely, a \$108 billion budget.

We are confronted with an amazing deficit—estimated various at up to \$12 billion—for the fiscal year 1964.

The rest of the fiscal program embraces the recommendations of the President that there be tax reduction and tax reform, scattered over a 3-year period; so that probably the net budget deficit might be in the \$10 or \$11 billion range.

Mr. President, what a strange thing to make a request for tax reduction and a \$108 billion budget, and then undertake \$9 billion of new functions and activities, and in so doing jeopardize the solvency of our country. That is the matter which concerns me; and I intend to lift my voice against these new authorizations. Furthermore, others will be requested, including some for the domestic Peace Corps, which presently is in the making.

I am advised that at 736 Jackson Place, in Washington, D.C., applications for the domestic Peace Corps are being accepted—although, in fact, Congress has not acted on that subject, and there is no domestic Peace Corps. But one can go to that address on Jackson Place—only a stone's throw from the White House—and can procure a form 57, to make application for work in an agency which does not exist.

That situation reminds me of the old ditty:

The other day upon the stair,
I saw a man who wasn't there.
He wasn't there again, today.
I hope that man will go away.

In short, Mr. President, this agency "isn't there," but, notwithstanding that fact, it is accepting applications. I think that is a rather astonishing state of affairs. It is in the field of new obligational authority, new functions, and new activities, along with the Youth Corps and others.

So, Mr. President, in light of our fiscal responsibilities and the obligations which will be placed upon the Government and upon the country's taxpayers, I do not see—in all good conscience—how Congress can undertake to authorize new functions and to spend additional sums and to derive them by a very interesting and appealing back-door method, because the companion bill, on which hearings have been held, and which I apprehend will in the not-too-distant future inch itself to the floor of the Senate, for consideration, contains an authorization for advances from the Treasury over an 8-year period, interest free. If my arithmetic is worth anything, I find that eight times \$60 million is \$480 million. Furthermore, the bill provides that repayment will not begin until the 11th year. So \$480 million in advances from the Treasury, interest free, would be authorized; and then there would be a hiatus or a grace period of 3 years, before certain revenues would be supposed to be available out of the conservation fund, in order to be able to make reimbursement.

Mr. President, that is an ingenious proposal; but it occurs to me that the appropriate way would be to come in with this bill and with a request for the required appropriations, and then permit the Senate to work its will upon the proposal, because that is not only the simple approach; it is also the accepted approach; and, in my judgment, it is the constitutional approach.

Mr. President, returning to the bill now before us, let me point out that it would do the following, among other things: It would provide for an inventory of the needs and resources of our people in the field of outdoor recreation. It calls for an evaluation of those needs and resources. It provides for a system of classification of those resources. It calls for a nationwide plan of needs and "demands."

Mr. President, I presume there are a great many things that could be demanded; but, after all, the criterion should be whether we can afford them in the light of the program the President has submitted to Congress. Among other things, another function or activity would be "to identify outdoor problems." Mr. President, that is a mouthful.

We could gather a whole team of people—in fact, battalions of people—put them on the payroll, and send them forth in the country to identify outdoor problems, and they would never run out of identification work.

Then, of course, comes the crux of the thing—to recommend solutions for the problems. Those problems could be legion. I presume the solutions would be legion, too. Then to identify desirable actions by local governments—what an endless job that would be.

Then they would submit a so-called 5-year plan. It seems to me that I have heard of 5-year plans before in other areas of the earth. After the first 5-year plan, the program would doubtless require modification; so there would be authority to adduce and submit a second 5-year plan, with all necessary future revisions.

Then our old friend appears—research. Research is one of those words which have crept into the contemporary lexicon. It can cover a multitude of sins as well as a multitude of virtues.

Then they will be authorized to contract for studies. What kind of studies? Education programs, technical assistance, and other agencies. Other agencies would be allowed to spend their own money to help, with or without reimbursement. There is latitude like a 40-acre field when we say to an agency of government, "Any other agency can help you with its own funds." That has about it an aura of indirect appropriation in my book.

Perhaps it would be interesting to test out a point of order on some of the language that we find in Senate bill 20 now before us.

Mr. President, all the new authority proposed would be meaningless unless it were implemented with money. The necessary money is not provided in the pending bill. It will come in Senate bill 859. Senate bill 859 is, to say the least, an interesting bill. It is called the Land and Water Conservation Fund Act of 1963. It contains wording which is similar, identic, and comparable to what is contained in Senate bill 20, now before us. There again appear the words "quality and quantity as are necessary and desirable." Then the bill provides funds for "Federal acquisition of certain land and water areas."

Mr. President, where are the funds to be obtained to give implementation to Senate bill 20? The related provision begins on page 2 of Senate bill 859, which was introduced on February 19 of this year by quite a number of cosponsors. What is the first source of funds? It would be "entrance and user fees." These are the entrance and user fees that cover our national outdoor resources, our parks, and recreational areas; and it would be for the President to determine what the fees and charges should be.

Among other things, the bill provides:

The proceeds from fees or charges established by the President pursuant to this subsection for entrance or admission generally to Federal areas shall be used solely for the purposes of this act.

So we see in that provision a grant of authority to the President of the United States to impose a fee, an admission charge, or a user charge. It is not unlike providing authority to impose a tax.

When that suggestion was made in a larger frame last year, Congress got its hackles up about the idea of giving the President authority to modify taxes at its own will and desire. But now we see again proposed a grant of authority to the President of the United States to impose charges at the very same time that deep concern has been manifested to

make sure that people in the low- and middle-income tax brackets get their full and fair share of the tax cut. So it is suggested that we put the cut for those people in one place, and put a new charge on them in another. No wonder that item begot such animated conversation and discussion in the Committee on Interior and Insular Affairs. No wonder the committee members fulminated about user charges and admissions.

Mr. President, there is a broader grant of authority with respect to fees and user charges. These would apply to the National Park Service, the Bureau of Land Management, the Bureau of Sport Fisheries and Wildlife, the Bureau of Reclamation, the Forest Service, the Corps of Engineers, and the U.S. section of the International Boundary and Water Commission.

This is the authority:

The President is authorized to provide for the establishment, revision, or amendment of entrance, admission, and other recreation user fees and charges at any land or water area administered by or under the authority of the Federal agencies listed in the preceding paragraph: *Provided*, That this subsection shall not authorize Federal hunting or fishing licenses, nor shall it authorize fees or charges for commercial or other activities not related to recreation.

Mr. President, in S. 859 and I think in S. 20, there is a provision for utilization of some of these areas for commercial purposes.

I point out the grant of power, and I point out the sources of funds to go into the so-called conservation fund with which to reimburse that fund after 8 years of interest-free advances; the reimbursement not to begin until the 11th year.

There is another source of funds, Mr. President, and that is surplus property sales. If I read that section correctly, it would take in what we receive on all sales of real property and related personal property, with an exception. And, in so far as I can tell, that exception is nothing more than the \$8½ million of administrative expenses which are authorized in the independent offices appropriation bill.

In addition, there is another source of funds. That is the motorboat fuels tax.

Finally, there may be one or two other items in the bill of no particular moment.

But those, Mr. President, are the funds which are to be taken from Treasury receipts, and at some time 11 years from now to be used in order to reimburse the Treasury Department for these recreation and conservation purposes.

This is an astonishing approach, Mr. President. It could not have been more complicated if they had set out to make it so. I do not know whether the commission which was set up in the nature of an advisory commission in the Eisenhower administration to make all these recommendations did so or not, but they certainly could have brought it within the frame of simple appropriations, instead of 8 years of tax free advances.

I emphasize one other thing, and that is that this is essentially and definitely

a new function. We ought to be pretty careful about expanding the functions of government at a time when the whole fiscal fabric is so uneasy, when there is a hope that a huge and deep tax slash can get the country from its sideways motion and get it to moving again, a hope so earnestly expressed some 2 years ago, shortly after the inauguration.

One should not trifle with the solvency of the country at a time like this, and I do not propose to do so. So I am opposed to what is before us today, though not because I oppose the objectives as such. I think those are desirable. The question is, What can we afford in the country at a given time?

Government financing in a sense is not unlike family financing. If a family is to spend out of pocket for the things which are desirable, as the bill points out, how long can it remain solvent? How long can the family maintain solvency and credit?

How long will it be before government credit will become a little shaky, in view of the fact that the Congress in this session will be confronted with a request to boost the public debt to perhaps \$320 billion or \$325 billion, and to accept a deficit, and to put the imprimatur of approval upon not a \$99 billion budget, Mr. President, but upon a \$108 billion budget? Let us be honest about it, because the new obligational authority may begin with a little money this year, but it will become the predicate for increases year after year, and year after year, and the budget will then start going into orbit all over again. That is what we are confronted with at the present time.

Mr. LAUSCHE. Mr. President, will the Senator yield for a brief observation?

Mr. DIRKSEN. I yield.

Mr. LAUSCHE. This morning I appeared before the Committee on Banking and Currency, with respect to the mass transportation bill. That supposedly involves a 3-year expenditure of \$500 million by way of gifts, but it was thoroughly apparent during the questions that were asked that the program will not be a 3-year program but, in all probability, a permanent program. There is an example of the built-in authorizations and what eventually occurs—growing larger and larger all the time, making us more and more incapable of reducing the debt more and more incapable of reducing the deficits, precipitating us into fiscal trouble of graver and graver consequence all the time.

Mr. DIRKSEN. If my friend from Ohio wants a classic example, I point out to him that the Peace Corps started with \$5 million of borrowed funds. The next year they asked for and received \$30 million. The following year they received \$58 million. If the Senator will take a look at that unexpurgated Sears, Roebuck catalog we call the U.S. budget he will find that for fiscal year 1964 they do not want \$5 million, or \$30 million, or \$58 million—they are asking for \$108 million.

Mr. LAUSCHE. Mr. President, will the Senator yield?

Mr. DIRKSEN. If one wants an example of classic growth, there it is.

I yield to the Senator from Ohio.

Mr. LAUSCHE. In the 6 years I have been in the Senate I have repeatedly listened to the argument that the initial expenditure for a proposed new program was inconsequential; but during those 6 years it has repeatedly been shown, time after time, that what in the beginning was inconsequential grew into proportions of great consequence as the years went by. Not a single one of the programs that began in a sort of miniature size failed to grow. They never stayed at that small size. They never got smaller. They grew and grew all the time, like Topsy. That has been my experience in the 6 years I have been in the Senate.

Mr. DIRKSEN. I remind my distinguished friend from Ohio that some years ago—and I think my figures are correct—there was an interesting little board in Government called the Board of Geographic Names. It was in the Department of the Interior, as I recall. In that bureau were three persons. Their job was to examine to ascertain where our soldiers were serving, to find the names of villages, towns, and so forth, and have diacritical marks placed on the names so soldiers could pronounce them.

I am not positive, but the next time I looked into the matter, it did not have 3 employees; there were 100 persons in that bureau.

Talk about getting liquidated—it is like pulling teeth. The best medicine is not to let them get out of hand in the first instance. Then we will not have to fight all over hell's half acre to get them liquidated.

Mr. LAUSCHE. Mr. President, will the Senator yield?

Mr. DIRKSEN. I yield.

Mr. LAUSCHE. The aspects of the problem pointed out by the Senator from Illinois are serious, but there is another facet to the problem which, in my opinion, is graver. Those who say we spend little, that we should not worry about it, are making that argument knowing in their minds that next year they are going to ask for substantial increases. That is the grave aspect of the problem. It is grave because on one side we are fighting juvenile delinquency, badness of youth, while on the other side, by our example, by our approach to problems, we are showing a base, a twisted, a deceptive mind, knowing, as time goes on, that the innocent presentations made at the beginning are going to become entirely false by what, in our expectation, is going to be done in the future.

Mr. DIRKSEN. Well, I can say to my friend from Ohio that when I came here 30 years ago the Federal budget was a little over \$4 billion for all purposes, including national defense. I do not ask the country to stand still. I do not expect it to stand still. I expect funds to be expended, that appropriations will grow from year to year; but I do expect, in connection with annual appropriations and the contingent liabilities of Government, that the Government will maintain a posture which does not jeopardize our solvency, for if the time ever came when we had to use a peremptory weapon like a moratorium, I would not like to see the shudder in

the chancellories of the world and what would happen to credit. It would make October 29, 1929, look like a picnic before we got through.

Let us stop for a moment to consider the commitments that have been made. We owe the civil service retirement fund \$37 billion. We agreed solemnly as a Congress that we would put in half and match the fund for every Federal employee. There are over 600,000 former Federal employees living in a retired status. They paid their share because we took it out of their pay checks. The Government has not paid its share. We owe that fund \$37 billion. Perhaps we can put a moratorium on it. Perhaps we can engage in fancy financing if we like. But we still owe it, and it is a Government obligation. We owe the military funds and a great many other funds. There are so many contingent liabilities we have that it will probably amount to \$450 billion before we get through.

We know the status of our fiscal structure. We cannot duck it. We cannot continue to put straws on the camel's back, under those circumstances, without inviting trouble.

Mr. President, there is little I need add to what I have said. This is a new function that is proposed. I am quite familiar with provisions for matching and the division as between the Federal Government and the States. I know about the payback provisions. I know the differences between matching and planning as distinguished from acquisition and development. But the fact of the matter is that this is a new authorization for expenditure. The provision for the money will come very shortly out of the same committee that sent this bill to the Senate floor. It will mean new obligations at a time when our fiscal problems are of the most solemn and serious nature.

Deep as my devotion is to the whole question of outdoor recreation, I still believe our first obligation is to the continuing solvency of the United States of America. That is the overriding consideration. That is the reason why I raise my voice with respect to the bill that is before us today.

Mr. PROUTY. Mr. President, I wish to address myself for a few moments to the pending business, S. 20, which expresses the interest of the Congress in recreational facilities throughout this country.

The rapid progress which our Nation is making on all fronts—in automation, transportation, technology, education, and research—tends to provide increasing amounts of leisure for our people. It is most appropriate for us to recognize that our increased time from labor can cause us many headaches in the future unless we make every effort to see that it will be used in a healthy fashion. We must be sure that it will not evolve into simply time on our hands—into an excuse for boredom and lethargy.

We all know how difficult a problem the blessings of agricultural surpluses has become for us. We do not know what to do with good fortune; and the situa-

tion will grow worse until we make preparations to meet it.

So it is with leisure. We must be prepared to use it wisely, or it will confront use with seeds of decay.

Recreation, and its handmaiden, tourism, is a most important industry in my State of Vermont. I believe most sincerely that these two luxuries will soon become a very important necessity both to our economy and to the well-being of the American people. Vermonters have recognized this, and we have been making great strides to provide increased recreational and tourist facilities throughout our State.

Turning to the bill, S. 20, itself, I want to make two comments.

First, I am glad to see that the committee has amended the bill to include private interests, in its technical assistance provisions, and not simply to limit such assistance to State and political subdivisions.

Second, I am happy to note that the bill requires the Government to cooperate with educational institutions in research and other educational programs and activities to encourage wise use of leisure through recreation.

Mr. President, this bill is a step in the right direction. We recognize the perils of ever increasing leisure time unless we seek means to provide for its wise use. I am sure Vermont will play an ever increasing role in the rapidly expanding recreation and tourist industries. Already my State is well on the way with its plans for the future in this area. Fortunately, with a program such as is contemplated in this bill, coupled with the energies of the people of Vermont and other sections of the country, we will be prepared to prevent leisure from becoming an excuse for idleness.

Mr. ALLOTT. Mr. President, I wish to add a few words on the general subject covered by Senate bill 20, though probably not exactly in line with what the distinguished minority leader has said. I also wish to make a few remarks with respect to Senate bill 859 while I am speaking.

In the first place, I want to make it perfectly clear that I shall support the bill now that it includes the amendment which the distinguished Senator from New Mexico added earlier in the day, which provides that Revised Statutes section 3648, 39 U.S.C. 4154, will not be wholly done away with in the operation of the proposed act. That section provides that the United States may not pay for services or for goods until they have been performed or delivered.

The bill now pending, S. 20, as originally written, authorized the Secretary of Interior to make payments without regard for the provisions of section 3648 of the Revised Statutes. In my opinion, such a provision was unthinkable, and I have never been shown any real reason why the exemption should be allowed with the exception of educational institutions.

In committee we struck out that portion of the bill, and the Senator from New Mexico [Mr. ANDERSON] has submitted—and the Senate has adopted—an amendment which provides that it

shall apply only with respect to research with regard to educational institutions or other nonprofit organizations.

While this particular amendment is satisfactory to me, I believe that we should make exceptions to the original act only in most unusual circumstances. We do in this instance with respect to educational institutions and nonprofit organizations, upon the basis that they cannot get these projects started unless in some instances the Government does provide funds with which to start them.

For the sake of legislative history on the bill I wish to call attention to the fact that the amendment as adopted refers to "initial" costs of such research. It provides an exemption for initial costs of such research if the Secretary deems it necessary. It is not an accident that the word "initial" is included. It is in there because it is meant to be in there. It means that the Government shall not finance these projects in advance, *carte blanche*, but that only the initial cost shall be taken care of, and then only with respect to educational institutions and other nonprofit organizations.

Upon this basis I will support the bill. It should be observed, however, that what we are really doing is to give legislative sanction to a bureau already established and in operation—this one was set up a year ago. Our action today is *ex post facto*, a practice we have had to engage in many times in the last 2 years.

I must say that the gentleman who heads this Bureau, Mr. Crafts, is one of the most capable Government employees I have ever met. I have great faith in his integrity and in his ability to do a good job with respect to these recreational resources.

I wish to say, too, that what the Senator from Illinois [Mr. DIRKSEN] has said is accurate. We are now operating, without any authority from Congress, with something like 75 people, if I recall correctly, in this unauthorized Bureau of the Federal Government, set up by the Secretary of the Interior. Mr. Crafts says that if the bill is enacted there will be 200 employees by the end of the year. Therefore Parkinson's law is in operation.

When we get to the consideration of S. 859, which is the land funding portion of this bill, and which provides for a system of user fees to all national parks and all national forests, for a tax on motor fuel, and then goes to the absurdity of providing that all money realized from the sales of Federal surplus property, real and personal, will also go into this fund, I expect to have a little more to say. I wish to say right now that when that bill comes on the floor it is going to be discussed at great length. I do mean great length. It violates many basic principles of taxation, and in my opinion, as it now reads, in its present form, it is wholly unacceptable.

Mr. CURTIS. Mr. President, I would be the last person to suggest that there are not some good things which would flow from the passage of S. 20 and that there are not some worthwhile groups and individuals interested in this subject.

Certainly what I am about to say does not reflect upon the fine Senators who have interested themselves in the proposed legislation.

I shall oppose the bill, and my reason is quite simple. I believe that we are so far in debt, that our deficit is so large, that we have to say no to some desirable things. At this time I will not try to establish a priority of what proposals are most desirable. The simple fact remains that our national debt will have increased in the first 4 fiscal years of this administration by \$30 billion. I called the Treasury to ask what was the average rate of interest paid on the debt, and, as I recall it, I was told it was 3.288. This means that the Government of the United States in 4 years has placed upon the backs of the people an additional billion dollars a year in interest alone. It means that year after year after year, unless at some time we start paying off this debt, it will carry a penalty for the mismanagement of Government in these 4 years of a billion dollars a year.

Frankly, I am concerned about the people who are entitled to some recreation. I think they can get a little more enjoyable recreation if the burdens of Government are not quite so heavy.

Therefore, I shall not support the pending bill.

Mr. MILLER. Mr. President, I ask unanimous consent that that portion of the outdoor recreation resources review report appearing at page 122, entitled "Its Creation and Composition," be printed in the RECORD.

There being no objection, the excerpt was ordered to be printed in the RECORD, as follows:

ITS CREATION AND COMPOSITION

The Bureau of Outdoor Recreation should be created by vesting it with authority to carry out the functions proposed for it and transferring to it those national recreation planning responsibilities now lodged in the Secretary of the Interior and exercised by the National Park Service under the Park, Parkway, and Recreational Area Study Act of 1936.

The new Bureau should be headed by a Director and should have a small, highly qualified planning and administrative staff in Washington. Wherever possible, the Bureau should be staffed by transfer of experienced personnel from existing agencies. Regional offices should be located so as to provide effective assistance to other Federal and State agencies.

Mr. WILLIAMS of New Jersey. Mr. President, on January 31, 1962, the Outdoor Recreation Resources Review Commission submitted a report to the 87th Congress and to President Kennedy. The report was based on an exhaustive 3-year study by that Commission, a Commission, incidentally, created by the 85th Congress during the previous administration, bipartisan in composition, headed by Laurance Rockefeller, and numbering its members several of my distinguished colleagues here present. The several citizen members of that Commission were appointed by President Eisenhower.

This report made a number of specific recommendations designed to assure

adequate outdoor recreational opportunity for living Americans—today—and for generations yet unborn—tomorrow. Prominent among these recommendations was one to establish in the Federal Government a bureau to act as a focal point for the planning and coordination of outdoor recreation programs. The need for such an organization was so obvious and so urgent that the administration, acting under the authority of the Reorganization Act of 1950, shifted certain funds and certain functions from other bureaus and established in the Department of the Interior, the Bureau of Outdoor Recreation.

A bill introduced in the last Congress, which passed the Senate, would have given formal congressional sanction to this action. That bill, however, included an additional provision for grants to the States for outdoor recreational planning, and at the late stage in the session when it reached the House, it was not possible for that body to explore sufficiently all the ramifications of the proposal, so the measure was not enacted. This bill we are considering today, S. 20, does not include that provision. Its purpose is to give congressional recognition to the establishment of the Bureau of Outdoor Recreation and to delineate what its functions and responsibilities shall be.

Attempts have been made to demonstrate a relationship between this measure and S. 859 which would establish a land and water conservation fund and provide how such a fund would be used. But at this time I want to point out emphatically that there is no connection between these two measures other than that both relate to outdoor recreation. This bill, S. 20, gives specific statutory status to a small bureau which can coordinate the outdoor recreational activities of more than 20 Federal and more than 500 State agencies which have responsibilities in this field. Further, this Bureau will act as a focal point for the planning needed to assure the orderly development of the facilities required to meet the mushrooming demands of Americans for outdoor recreational opportunity. Its budget request is moderate, only \$1,115,000 more than has been appropriated in the past for two National Park Service functions now being performed by that Bureau.

Yet it has the mission of developing a national outdoor recreation plan, of coordinating State recreational planning, of aiding the States in all aspects of outdoor recreation, of reviewing and coordinating the outdoor recreational programs of some 20 Federal agencies to prevent overlap, eliminate unnecessary expense, and to assure that Federal investment in this field is best designed to meet national needs, of stimulating needed research, and of disseminating needed information and educational material.

It contemplates a staff of only 225 employees to perform its broad responsibilities.

This is a long-needed planning and coordinating agency in the outdoor recreation field. It will prevent waste and

duplication of effort. It will see that Federal, State and local recreation programs follow an orderly pattern. Its formation follows the recommendation of a bipartisan commission established during the last administration. I urge passage of S. 20.

The PRESIDING OFFICER. The bill is open to amendment. If there be no further amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, and was read the third time.

The PRESIDING OFFICER. The bill having been read the third time, the question now is, Shall it pass?

Mr. CURTIS. Mr. President, I ask for a division.

On a division, the bill was passed, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Congress finds and declares that the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable, and that prompt and coordinated action is required by all levels of government and by private interests on a nationwide basis to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.

SEC. 2. In order to carry out the purposes of this Act, the Secretary of the Interior is authorized, after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned, to perform the following functions and activities:

(a) INVENTORY.—Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States.

(b) CLASSIFICATION.—Prepare a system for classification of outdoor recreation resources to assist in the effective and beneficial use and management of such resources.

(c) NATIONWIDE PLAN.—Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and identify the desirable actions to be taken at each level of government and by private interests. The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

(d) TECHNICAL ASSISTANCE.—Provide technical assistance and advice to and cooperate with States, political subdivisions, and private interest including nonprofit organizations with respect to outdoor recreation.

(e) REGIONAL COOPERATION.—Encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

(f) RESEARCH AND EDUCATION.—(1) Spon-

sor, engage in, and assist in research relating to outdoor recreation, directly or by contract or cooperative agreements, and make payments for such purposes, including advance payments without regard to section 3648 of the Revised Statutes (39 U.S.C. 4154) for initial costs of such research to any educational institution or other nonprofit organizations when necessary and in the public interest; (2) undertake studies and assemble information concerning outdoor recreation, directly or by contract or cooperative agreement, and disseminate such information without regard to the provisions of section 321n, title 39, United States Code; and (3) cooperate with educational institutions and others in order to assist in establishing education programs and activities and to encourage public use and benefits from outdoor recreation.

(g) INTERDEPARTMENTAL COOPERATION.—(1) Cooperate with and provide technical assistance to Federal departments and agencies and obtain from them information, data, reports, advice, and assistance that are needed and can reasonably be furnished in carrying out the purposes of this Act; and (2) promote coordination of Federal plans and activities generally relating to outdoor recreation. Any department or agency furnishing advice or assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

(h) DONATIONS.—Accept and use donations of money, property, personal services, or facilities for the purposes of this Act.

SEC. 3. The term "United States" as used in this Act shall include the District of Columbia; and, to the extent practicable in carrying out the provisions of this Act, the terms "United States" and "States" may include the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

Mr. MANSFIELD. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. MORSE. I move to lay that motion on the table.

The motion to table was agreed to.

Mr. MANSFIELD. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. DIRKSEN. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

ORDER FOR ADJOURNMENT UNTIL THURSDAY AND PROGRAM FOR THURSDAY

Mr. MANSFIELD. Mr. President, I ask unanimous consent that when the Senate concludes its business today it stand in adjournment until 12 o'clock noon on Thursday next.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

Mr. MANSFIELD. Mr. President, on Thursday next, it is the intention of the leadership to call up the money resolutions which affect the conduct of affairs of the various committees during the year.

A DES MOINES NEGRO VIEW

Mr. MILLER. Mr. President, I ask unanimous consent to have printed at

this point in the RECORD an article entitled "District of Columbia Negro Paper Backs POWELL," written by Richard Wilson and published in the Des Moines Sunday Register of March 3, 1963.

The article relates some of the problems with respect to the recent furor over the actions of a Member of the House of Representatives, and also includes an editorial entitled "A Des Moines Negro View," which first appeared in the Iowa Bystander, a weekly newspaper published at Des Moines by and for Negroes. The editorial takes a point of view of the situation entirely different from that expressed in a Washington, D.C., newspaper published for Negroes.

There being no objection, the article and editorial were ordered to be printed in the RECORD, as follows:

[From the Des Moines Sunday Register, Mar. 3, 1963]

DISTRICT OF COLUMBIA NEGRO PAPER BACKS POWELL

(By Richard Wilson)

WASHINGTON, D.C.—Critics of ADAM CLAYTON POWELL should not indulge in the illusion that he lacks prestige in the nationwide Negro community, or that the recent attacks on POWELL have shaken this prestige very much.

POWELL is much admired as a symbol even by those who may deplore some of his acts. He seems to many Negroes to be one of their race who has broken through racial prejudice to stand on his own as an individual.

In Washington, with its 54 percent Negro population and its 84 percent Negro school enrollment, criticism of POWELL raps on raw nerves in the Negro community.

REACTED ANGRILY

The Washington Afro-American, one of the chain of newspapers which strongly affects Negro opinion, reacted angrily to the attempt of Clark R. Mollenhoff of the Register's Washington bureau to pin down POWELL at a press conference. The prize-winning investigative reporter was probing POWELL on the charges of Senator JOHN WILLIAMS, Republican of Delaware, who accuses POWELL of extensive abuses of his congressional position with the connivance of Kennedy administration officials.

The reporter, a Drake University football star once optioned to the New York Giants, was criticized in a page 1 story in the Afro-American both for his questions and his physical condition.

"The pasty-faced Mollenhoff, who resembled a former shotputter who has let himself go to pot, tried repeatedly with just a trace of preciousness in his slightly hisping voice to put POWELL on the spot," the article stated. It continued with its derision of the reporter but told little of either the questions or answers at the press conference.

An editorial in the Afro-American elaborated on these views, centering its attack on Senator WILLIAMS and Columnist Drew Pearson. The editorial predicted the day would come when "this great civil rights fighter [POWELL] attains even greater heights."

"When he does," the editorial continued, "18 million colored thumbs are going to go up to 18 million colored noses to remind Drew Pearson and Senator WILLIAMS that 'what's good for you white geese is sure good for us colored ganders.'"

The editor of the Washington Afro-American is C. Sumner Stone, Jr., who signed his name to the page 1 news article as "Chuck Stone."

Stone will not long remain as editor of the Afro-American. He has been appointed public affairs officer in the U.S. Information Service and will be placed in charge of the office in Tanganyika. His responsibility there will be to carry out programs of USIA intended to give to the residents of the former British colony in east Africa a clear and accurate picture of conditions, opinions, attitudes, and culture of the United States.

Stone says that he expects to go to Tanganyika in April. He reinforces in conversation his views stated in the Afro-American.

"I could take you into the bars and barber shops and street corners in Washington and show you that 95 percent of the colored people think that the attack on POWELL was clearly racial," he says.

"POWELL has pulled a lot of deals we don't like, but if he is going to be criticized it has got to be on the Negro's terms."

ANOTHER NEGRO VIEW

It is impossible to convince Stone and most Negroes within sound and sight of POWELL that WILLIAMS was inspired by anything but racial feelings in spite of his long record to the contrary, and in spite of the role he has played over many years in the exposure of serious abuses in Government.

Negroes sharing the view of Stone, and only grudgingly aware of POWELL's long and flagrant violation of generally accepted congressional standards, white or Negro, cannot conceive of any but a racial reason for WILLIAMS's attack.

This is saddening. It is more saddening that POWELL can play upon the misguided Negro racism which is so evident in the words and tone of the Washington Afro-American.

The dialog between the races in Washington does not seem to be improving in anywhere near the measure that the circumstances justify. Nor is it reassuring that the well-mannered, well-dressed, but passionately spoken Stone is going to Tanganyika to interpret America to the people and officialdom of an emerging nation.

DIFFERENT VIEW

Wet get quite a different view than Stone's of Negro attitudes when another Negro journalist, Simeon Booker, of Ebony magazine, speaks. Booker is writing a book which he intends to make a balanced account of the need for Negro self-improvement as well as a plea for the opening of fairer opportunities.

He points out that POWELL does not have much support or sympathy "among people who think." Booker's tool is rationality; Stone's is emotion; POWELL's is flimflam.

[From the Des Moines Sunday Register, Mar. 3, 1963]

A DES MOINES NEGRO VIEW

(The following editorial appeared in the Iowa Bystander, a weekly newspaper published at Des Moines by and for Negroes.)

It often happens that some people, placed in a position of responsibility and prominence, use this situation to abuse it by doing things a far less prepared citizen does. Representative ADAM CLAYTON POWELL, of New York, is an excellent example of this.

A minister of one of the largest churches in America, elected from a district comprising mostly Negroes and Puerto Ricans, POWELL has moved up to chairmanship of the Health, Education, and Welfare Committee. In this post, he could be a power in Congress and serve as an example for younger people to point to with pride that a Negro had attained such a commanding position.

There are those who opposed his elevation to that high post but the system of seniority made the choice automatic.

However, Representative POWELL, unlike some other Negroes serving in Congress, has abused his position by his continued absenteeism from duty, by loading up his staff far out of proportion to the other chairmen. He has abused the expenditure of public funds and he has failed or refused to pay his taxes to the Government which pays his salary.

These derelictions of duty have brought stern criticism from Members of both Houses to the extent never before witnessed, and all because the charges lodged against him are true.

Here is a public servant, a minister who, instead of conducting himself in a straightforward manner, has done many things which bring disgrace, distrust, and shame, while representing a district whose people are entitled to a leader who should bring honor and prestige to the position which he holds. There is no excuse for Representative POWELL's conduct. It should not be condoned.

ADLAI STEVENSON'S UNDERSTANDING OF THE SOVIETS

MR. MILLER. Mr. President, I ask unanimous consent to have printed at this point in the RECORD an article entitled "Wilson Finds Adlai Slow to Understand Soviets," written by Richard Wilson and published in the Des Moines Register of March 7, 1963.

In his article, Mr. Wilson, a distinguished columnist, indicates some concern over the fact that the U.S. representative to the United Nations has apparently taken such a long time to come to grips with the nature of the international Communist conspiracy.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

WILSON FINDS ADLAI SLOW TO UNDERSTAND SOVIETS

(By Richard Wilson)

WASHINGTON, D.C.—In an interview with the Associated Press, Adlai E. Stevenson has revealed the attitude of mind toward Russian negotiations which so many have found hard to understand.

With 2 years' experience as U.N. Ambassador, Stevenson says that he has changed his mind about the Russians. He has discovered that they will stubbornly support positions which they seem fully prepared to reverse when it is expedient to do so.

It seems odd that Stevenson would have had to learn such a lesson, for this has been the uniform experience of Secretaries of State for the last quarter of a century. Stevenson has been a student of foreign affairs for at least that long.

EXPECTED RUSSIA TO ACCOMMODATE

Stevenson's statement is implicit confirmation that the Kennedy administration came into office with the belief that a new set of conditions with Russia could be created. The United States should be able to accommodate itself in some ways to Russian policy, and, in turn, if the negotiators were skillful enough, Russian policy would make accommodations, too.

Thus Secretary Rusk began his "quiet" diplomatic moves. President Kennedy conferred with Premier Khrushchev. New thoughts were formulated by Walt W. Rostow, McGeorge Bundy, and Paul Nitze.

Under almost all conditions new solutions were pursued. About all this has proved was that the American political administration had changed, but the Russian political administration had not.

88TH CONGRESS
1ST SESSION

S. 20

IN THE HOUSE OF REPRESENTATIVES

MARCH 12, 1963

Referred to the Committee on Interior and Insular Affairs

AN ACT

To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Congress finds and declares that the general wel-
4 fare of the Nation requires that all American people of
5 present and future generations shall be assured such quantity
6 and quality of outdoor recreation resources as are necessary
7 and desirable, and that prompt and coordinated action is
8 required by all levels of government and by private inter-
9 ests on a nationwide basis to conserve, develop, and utilize

1 such resources for the benefit and enjoyment of the Amer-
2 ican people.

3 SEC. 2. In order to carry out the purposes of this Act,
4 the Secretary of the Interior is authorized, after consulta-
5 tion with the Recreation Advisory Council and with the
6 heads of Federal departments and agencies concerned, to
7 perform the following functions and activities:

8 (a) INVENTORY.—Prepare and maintain a continuing
9 inventory and evaluation of outdoor recreation needs and
10 resources of the United States.

11 (b) CLASSIFICATION.—Prepare a system for classifica-
12 tion of outdoor recreation resources to assist in the effective
13 and beneficial use and management of such resources.

14 (c) NATIONWIDE PLAN.—Formulate and maintain a
15 comprehensive nationwide outdoor recreation plan, taking
16 into consideration the plans of the various Federal agencies,
17 States and their political subdivisions. The plan shall set
18 forth the needs and demands of the public for outdoor
19 recreation and the current and foreseeable availability in the
20 future of outdoor recreation resources to meet those needs.
21 The plan shall identify critical outdoor recreation problems,
22 recommend solutions, and identify the desirable actions to be
23 taken at each level of government and by private interests.

1 The Secretary shall transmit the initial plan, which shall be
2 prepared as soon as practicable within five years hereafter,
3 to the President for transmittal to the Congress. Future
4 revisions of the plan shall be similarly transmitted at suc-
5 ceeding five-year intervals. When a plan or revision is
6 transmitted to the Congress, the Secretary shall transmit
7 copies to the Governors of the several States.

8 (d) TECHNICAL ASSISTANCE.—Provide technical as-
9 sistance and advice to and cooperate with States, political
10 subdivisions, and private interests including nonprofit orga-
11 nizations with respect to outdoor recreation.

12 (e) REGIONAL COOPERATION.—Encourage interstate
13 and regional cooperation in the planning, acquisition, and
14 development of outdoor recreation resources.

15 (f) RESEARCH AND EDUCATION.—(1) Sponsor, en-
16 gage in, and assist in research relating to outdoor recreation,
17 directly or by contract or cooperative agreements, and make
18 payments for such purposes, including advance payments
19 without regard to section 3648 of the Revised Statutes (39
20 U.S.C. 4154) for initial costs of such research to any edu-
21 cational institution or other nonprofit organizations when
22 necessary and in the public interest; (2) undertake studies
23 and assemble information concerning outdoor recreation, di-

1 rectly or by contract or cooperative agreement, and dissemi-
2 nate such information without regard to the provisions of
3 section 321n, title 39, United States Code; and (3) cooper-
4 ate with educational institutions and others in order to assist
5 in establishing education programs and activities and to en-
6 courage public use and benefits from outdoor recreation.

7 (g) INTERDEPARTMENTAL COOPERATION.—(1) Co-
8 operate with and provide technical assistance to Federal
9 departments and agencies and obtain from them information,
10 data, reports, advice, and assistance that are needed and can
11 reasonably be furnished in carrying out the purposes of this
12 Act; and (2) promote coordination of Federal plans and
13 activities generally relating to outdoor recreation. Any de-
14 partment or agency furnishing advice or assistance hereunder
15 may expend its own funds for such purposes, with or with-
16 out reimbursement, as may be agreed to by that agency.

17 (h) DONATIONS.—Accept and use donations of money,
18 property, personal services, or facilities for the purposes of
19 this Act.

20 SEC. 3. The term “United States” as used in this Act
21 shall include the District of Columbia; and, to the extent
22 practicable in carrying out the provisions of this Act, the

- 1 terms "United States" and "States" may include the Com-
2 monwealth of Puerto Rico, the Virgin Islands, Guam, and
3 American Samoa.

Passed the Senate March 11, 1963.

Attest:

FELTON M. JOHNSTON,

Secretary.

AN ACT

To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

MARCH 12, 1963

Referred to the Committee on Interior and Insular
Affairs

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued March 22, 1963
For actions of March 21, 1963
88th-1st; No. 44

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HIGHLIGHTS: Rep. Jones, Mo., urged farmers to approve new wheat program in referendum. Rep. Findley criticized USDA "propaganda" in support of new wheat program. House committee voted to report (on Mar. 20) outdoor recreation development bill. Sen. McGovern inserted speech by Sen. Burdick favoring two-price wheat program. Sen. Douglas introduced and discussed bill to extend and amend Area Redevelopment Act. Sen. Curtis introduced and discussed bill to provide increased industrial utilization of agricultural products. Sen. Javits introduced and discussed measure to establish Select Committee on Consumers.

HOUSE

1. WHEAT. Rep. Jones, Mo., urged farmers to vote for approval of the two-price wheat program in the coming referendum and predicted that if the program is not approved "you will see good wheat selling for less than a dollar a bushel in 1964." pp. 4333-4

Rep. Findley criticized "the deceptive propaganda being fed to farmers about the wheat referendum" by this Department, and contended that statements that the referendum is a choice between \$2 wheat and \$1 wheat "is false and grossly misleading." pp. 4375-6

2. OUTDOOR RECREATION. The Interior and Insular Affairs Committee voted to report on Mar. 20 (but did not actually report) H. R. 1762, with amendments, to promote the coordination and development of effective Federal and State programs relating to outdoor recreation. p. D165
3. RECLAMATION. The Interior and Insular Affairs Committee voted to report on Mar. 20 (but did not actually report) H. R. 4423, to permit continuance of delivery of water to lands in the third division, Riverton reclamation project, Wyo. p. D165
4. FOREIGN AID. Rep. Hall criticized proposed projects of the United Nations to provide agricultural aid to Cuba and nuclear research and training in agriculture in Yugoslavia. pp. 4338-40
5. RURAL LIFE. Both Houses received from this Department a proposed bill to establish a Commission on Rural Life to study and report on conditions in rural America; to Agriculture Committees. pp. 4383, 4387
6. WATERSHEDS. Both Houses received from this Department a proposed bill to amend the Watershed Protection and Flood Prevention Act, as amended, so as to increase the project limitation on floodwater detention capacity from 5,000 acre-feet to 12,500 acre-feet; to Agriculture Committees. pp. 4383, 4387
7. RESEARCH. Received from the Secretary of Agriculture a report, "A Plan for Strengthening Utilization Research and Development"; to Agriculture Committee. p. 4383
8. RICE. Rep. Gathings discussed the economic importance and nutritional value of rice and commended National Rice Week. pp. 4337-8
9. FORESTRY; PARKS. The Subcommittee on National Parks of the Interior and Insular Affairs Committee voted to report to the full committee with amendment H. R. 1096, to authorize the Secretary of the Interior to cooperate with Wisc. in the designation and administration of the Ice Age National Scientific Reserve, Wisc. p. D165
10. FOREIGN AFFAIRS. Rep. Albert referred to recent public opinion polls as indicating U. S. prestige is very high among Western European nations. pp. 4345-
11. ELECTRIFICATION. Rep. Saylor urged a reduction in the AEC civilian atomic power program on reactors for producing electric energy, and inserted several items to support his position. pp. 4346-9
12. AREA REDEVELOPMENT. Rep. Dwyer criticized the Area Redevelopment Administration's job retraining program in Hagerstown, Md. pp. 4374-5
13. PATENTS. Rep. Daddario discussed conflicts in patent policies and theories and inserted the testimony of Dr. Jerome Wiesner, Director, Office of Science and Technology, reviewing patent policies resulting from federally financed research and development. pp. 4376-8
14. ADJOURNED until Mon., Mar. 25. p. 4383

March 28, 1963

that on Mar. 27, the committee agreed "to report an amendment in the nature of a substitute bill to S. 6." (p. D175)

Sen. Curtis urged enactment of legislation to provide greater equity in the distribution of the available supply of railroad cars. p. 4756

17. PUBLIC WORKS. Sens. Cannon, Metcalf, Morse, Randolph, and Yarborough were added as cosponsors of S. 1121, to increase the amount authorized to be appropriated for accelerated public works projects. p. 4754
18. AREA REDEVELOPMENT. Sens. Bartlett, Clark, Hart, Hartke, Humphrey, Long (Mo.) McCarthy, McIntyre, Metcalf, Monroney, Muskie, Neuberger, Randolph, and Williams (N. J.) were added as cosponsors of S. 1163, to amend certain provisions of the Area Redevelopment Act. pp. 4754-5
19. RESEARCH. Sen. Curtis inserted an article discussing prospects of producing motor fuels from grains. p. 4756
20. PERSONNEL. Sen. Magnuson discussed prospects of stabilizing Federal employment by not filling certain vacancies when employees retire. p. 4764
Sen. Carlson expressed concern over increases in Federal employment and inserted several tables on recent increases. pp. 4798-9
21. EDUCATION. Sen. Morse inserted portions of a report of the Committee for Support of the Public Schools, including portions discussing education and agricultural productivity and education and agricultural research. pp. 4782-6
22. LEGISLATIVE PROGRAM. Sen. Mansfield expressed hope that the youth employment opportunities bill could be considered soon, and stated the Senate would not take an Easter recess. p. 4757
23. ADJOURNED until Mon., Apr. 1. p. 4863

HOUSE

24. INTERIOR AND RELATED AGENCIES APPROPRIATION BILL, 1964. The Appropriations Committee reported this bill, H. R. 5279 (H. Rept. 177), which includes items for the Forest Service as shown in the table at the end of this Digest. Excerpts from the Committee report are also attached. The bill also includes items for Bureau of Outdoor Recreation, saline-water research, and Virgin Islands Corporation. p. 4732
25. ^{FEED}GRAINS. The Livestock and Feed Grains Subcommittee (on Mar. 26) voted to report (but did not actually report) H. R. 4997 (a clean bill introduced in lieu of H. R. 3874), to extend the feed grains program. p. D177
26. ELECTRIFICATION. Rep. Cannon praised the work of the Rural Electrification Administration. pp. 4656-7
The Interior and Insular Affairs Committee reported with amendment H. J. Res. 180, authorizing continued use of certain lands within the Sequoia National Park by portions of an existing hydroelectric project (H. Rept. 163) p. 4732
27. IMPORTS. Rep. Berry criticized the importation of agricultural products, rather than domestically produced surpluses, as the major cause of the agriculture economic problem. pp. 4658-9

28. EXPENDITURES. Rep. Curtis presented the minority view urging establishment of an Advisory Commission on Federal Expenditures and other views on tax reduction and budget deficits. pp. 4721-2
29. AIR POLLUTION. Rep. Halpern urged a Federal-State-local partnership to eradicate the air pollution problem. pp. 4723-4
30. YOUTH EMPLOYMENT. The Education and Labor Committee voted to report (but did not actually report) H. R. 5131 (a clean bill introduced in lieu of H. R. 1890), to authorize the establishment of a Youth Conservation Corps. p. D178
Rep. Blatnik praised the previous work of the Civilian Conservation Corps. p. 4648
31. FOREIGN AID. Rep. Monagan inserted articles relating to captive nations, specifically mentioning U. S. economic assistance to these nations. pp. 4650-55
32. MINERALS. Rep. Saylor spoke in favor of his bill (H. R. 935) to modernize mining laws. pp. 4667-8
33. TAXATION. Rep. Alger expressed his view that a Federal spending reduction must be a prerequisite to tax reduction. pp. 4711-6
34. SMALL BUSINESS. Rep. Alger urged passage of H. R. 4926 and S. 1093, limiting Federal operations conducted in competition with private enterprise. p. 4711
35. PUBLIC DEBT. Rep. Curtis inserted an article discussing the pros and cons of deficit financing. pp. 4716-9
36. FARM PROGRAM. Rep. Tuck inserted the minutes of the Halifax County, Va. Board of Agriculture meeting containing its recommendations on soils and crops, youth, dairy, swine, forestry, and tobacco. pp. 4724-6
37. OUTDOOR RECREATION. The Interior and Insular Affairs Committee reported with amendments H. R. 1762, providing the coordination and development of effective Federal and State programs relating to outdoor recreation (H. Rept. 160). p. 4732
Received a letter from the Comptroller General transmitting a report on the review of recreation and other selected land-use activities of the Forest Service. p. 4731
38. RECLAMATION. The Interior and Insular Affairs Committee reported without amendment H. R. 4423, permitting the Secretary of Interior to continue to deliver water to lands in the third division, Riverton reclamation project, Wyo. (H. Rept. 119). p. 4732
39. CONTRACTS; TRANSPORTATION. The Merchant Marine and Fisheries Committee reported without amendment H. R. 4555, to extend certain provisions of law relating to dual rate contracts (H. Rept. 164). p. 4732
40. LANDS. The Interior and Insular Affairs Committee (on Mar. 27) voted to report (but did not actually report) H. R. 2073 (amended), to place certain submerged lands under the jurisdiction of the governments of Guam, the Virgin Islands, and American Samoa. p. D179
Received a letter from Interior, transmitting a proposed bill "to authorize and direct that certain lands exclusively administered by the Secretary of the Interior be managed under principles of multiple-use and to produce a sustained yield of products and services, and for other purposes"; to Interior

PROMOTING THE COORDINATION AND DEVELOPMENT OF EFFECTIVE PROGRAMS RELATING TO OUTDOOR RECREATION

MARCH 28, 1963.—Committed to the Committee of the Whole House on the
State of the Union and ordered to be printed

Mr. MORRIS, from the Committee on Interior and Insular Affairs,
submitted the following

R E P O R T

[To accompany H.R. 1762]

The Committee on Interior and Insular Affairs, to whom was referred the bill (H.R. 1762) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, having considered the same, report favorably thereon with amendments and recommend that the bill do pass.

The amendments are as follows:

Page 1, line 7, strike out the word "desirable," and insert in lieu thereof

desirable for the physical, spiritual, cultural, recreational
and scientific benefits which such resources provide,

Page 2, line 4, after the word "authorized" strike out ", after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned,".

Page 2, line 10, after the words "United States" change the comma to a period and strike out the remainder of the sentence.

Page 2, line 24, strike out "identify the" and insert "recommend".

Page 3, line 10, strike out "nonprofit organizations" and insert "private interests, including nonprofit organizations,".

Page 3, line 24, strike out "section 321n," and insert "section 4154,".

Page 4, after line 16, add two new sections to read as follows:

SEC. 3. In order further to carry out the policy declared in section 1 of this Act, the heads of Federal departments and independent agencies having administrative responsibility over activities or resources the conduct or use of which is pertinent to fulfillment of that policy shall, either individ-

ually or as a group, (a) consult with and be consulted by the Secretary from time to time both with respect to their conduct of those activities and their use of those resources and with respect to the activities which the Secretary of the Interior carries on under authority of this Act which are pertinent to their work, and (b) carry out such responsibilities in general conformance with the nationwide plan authorized under section 2(c) of this Act.

SEC. 4. As used in this Act, the term "United States" shall include the District of Columbia and the terms "United States" and "States" may, to the extent practicable, include the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

Amend the title so as to read:

A bill to promote the coordination and development of effective programs relating to outdoor recreation, and for other purposes.

H.R. 1762 was introduced by Congressman Aspinall following receipt of an executive communication requesting that this be done. Companion bills were introduced by Congressman Saylor (H.R. 1763) and Congressman Morris (H.R. 3541). Hearings were held on February 12 and 13, 1963. These hearings supplemented and brought up to date those which had been held during the 87th Congress on predecessors of the current bills.

PURPOSE AND BACKGROUND

The purpose of H.R. 1762 is to implement certain recommendations of the Outdoor Recreation Resources Review Commission, a body that was created by the act of June 28, 1958 (72 Stat. 238), and was made up of four Members of the House, four Members of the Senate, and seven Presidential appointees. President Eisenhower appointed Mr. Laurance Rockefeller as Chairman of the Commission. The members appointed by the Speaker of the House who were serving on the Commission at the time its final report was issued on January 3, 1962, were Congressman Saylor, Mrs. Pfof, and Congressmen Rivers and Kyl. Members of the House who had served on it at other times during its existence were Congressmen Rhodes of Arizona, Collier, and Ullman. The Commission's final report was supplemented by 27 volumes of detailed studies which contain such a mine of information on various aspects of the outdoor recreation field that the work of the committee in assessing the merits of H.R. 1762 and its companion bills was immeasurably shortened.

The Commission recommended, among other things, the establishment of a Recreation Advisory Council composed of members of the President's Cabinet and of a Bureau of Outdoor Recreation in the Department of the Interior. These steps have already been taken by the President and the Secretary of the Interior, and the Secretary has transferred to the new Bureau certain functions heretofore performed by the National Park Service. This, however, does not begin to touch a number of tasks which the ORRRC recommended for performance by the Bureau, most of which require statutory authorization. Enactment of H.R. 1762 will provide this authority.

One major function which the Commission envisioned for the Bureau of Outdoor Recreation is that of promoting the coordination of the activities of the various Federal agencies in this field. The importance of this task is apparent when, as ORRRC's Study Report 13 shows, it is realized that there are at least 18 Federal agencies which have a stake in this field or whose activities touch on it fairly directly—among them, the National Park Service, the Forest Service, the Bureau of Sports Fisheries and Wildlife, the Corps of Engineers, the Bureau of Reclamation, the Tennessee Valley Authority, the Federal Power Commission, the Soil Conservation Service, the Bureau of Land Management, the Housing and Home Finance Agency, the Public Health Service, the General Services Administration, and the Bureau of Public Roads. The possibility that when there are as many agencies as this in one field they will not all move in the same direction at the same time or that they may even sometimes operate at cross-purposes is a luxury that the Nation cannot afford. The ORRRC description of the contemplated duty of the Bureau of Outdoor Recreation in this respect is this:

It is imperative that the Federal house be put in order. The goal is to assure coordinated and effective programs.

The role of the Bureau would be to review and coordinate the diverse Federal efforts. It would not engage in the management of any lands, waters, or facilities, which would continue to be the responsibility of the Federal resource agencies that now have those duties. The Bureau would have no control over the administrative activities of any existing department or agency. It would, however, be responsible for reviewing recreation developments connected with Federal lands and programs, and its written comments could accompany plans of other agencies submitted to the Executive Office and to the Congress. The proposed recreation Advisory Council would serve to achieve cooperation among departments and between the several departments and the Bureau:

In addition, there is need for encouraging the Federal agencies to cooperate with the States and their local organizations and for stimulating recreational planning by furnishing the States and private organizations with technical assistance. The ORRRC report recommends that this be done:

A basic function of the Bureau would be to encourage and stimulate comprehensive, statewide outdoor recreation planning. The achievement of this objective would depend largely upon the cooperation of the States * * * .

Although major responsibility for the development of State plans must rest with the States, the Bureau of Outdoor Recreation would provide guidance and technical assistance and would assist in developing data and information upon which plans can be based. Both organizations (Federal and State) should be permanent agencies, in order to assure continuous planning and coordination. Plans would be developed in cooperation with other managerial agencies,) both at State and local levels—not imposed upon them.

* * * In no case would the Bureau undertake intensive site planning, such as would be involved in the design and layout of specific facilities.

All of the foregoing, of course, must ultimately rest on sound knowledge and up-to-date information about the needs of the resources available to the American people for outdoor recreation and on the development of a truly comprehensive plan for satisfying the diverse wants of these people—wants that range all the way from snow skiing through horseback riding to fishing, swimming, and walking and driving for pleasure. With a population that is growing by leaps and bounds, with ever-increasing leisure time available to that population, with the growth of financial ability both on the part of the economy as a whole and on the part of the families that comprise it to satisfy their wishes along this line, and with ever-diminishing open space in which to do so, this is a task of no small dimensions. It requires constant study and research, constant alertness to the availability of new outdoor recreation resources and to the development of those that we have, constant coordination, and constant planning and revising of plans to keep them up to date. This will be one of the major tasks of the Bureau of Outdoor Recreation for which authority is provided in H.R. 1762. As put by ORRRC, the prospect is this:

As Federal, State, and regional plans are developed, the Bureau of Outdoor Recreation would formulate an integrated nationwide plan with regional provisions which could be used by the Bureau and cooperating agencies for overall planning and programing purposes. As a part of this planning process, the Bureau would—

Maintain estimates of present and future trends in supply and demand.

Identify critical outdoor recreation problems and propose steps for their solution.

Encourage planning and action agencies—Federal, State, and private—to adopt programs designed to attain the many benefits of outdoor recreation.

CONTENTS OF THE BILL

H.R. 1762 does not, by any means, cover the entire range of recommendations made by ORRRC. Certain of them, as has heretofore been said, have already been carried out by executive action. Others are embodied in such bills as H.R. 3846 and its companions which are still under consideration. H.R. 1762 is limited to carrying out recommendations of the type discussed above. It includes a general declaration of policy and authorizes the Secretary of the Interior:

1. To maintain an inventory of outdoor recreation needs and resources in the United States and to prepare a system of classifying such resources;

2. To prepare a comprehensive nationwide recreation plan and revise it from time to time, provision being made for transmittal of the plan and its revision to Congress and the Governors of the States;

3. To furnish technical assistance to the States and their subdivisions and to private organizations in the outdoor recreation field;
4. To encourage regional and interstate cooperation in this field;
5. To make studies and to cooperate with educational institutions;
6. To promote the coordination of the plans of Federal agencies and to furnish them with technical assistance; and
7. To accept donations.

COMMITTEE AMENDMENTS

The committee recommends a number of amendments to the bill. The two most important are those which delete the language in the original bill referring to the Recreation Advisory Council and substitute a requirement that the Secretary of the Interior consult with and be consulted by the heads of other departments and agencies whose activities touch on outdoor recreation and that these departments and agencies carry out their responsibilities in conformity with the overall outdoor recreation plan which the Secretary is to prepare. Omission of the reference to the Recreation Advisory Council will avoid any impression that the present status of this interdepartmental group, as set up by the President, is being frozen by legislation. The complementary language will, at the same time, strengthen the stricken language's purpose of insuring that the work of the Secretary under the bill is responsive to the needs of the other agencies and that their work is carried out in conformity with the objectives sought to be accomplished by the bill and with the Secretary's work under it. The committee also points out that the language requiring the other departments and agencies to carry out their responsibilities "in general conformance with the nationwide plan authorized under section 2(c) of this Act" is not intended to stop all their activities until the plan can be completely formulated—a matter, probably, several years away—but to insure that after the plan is formulated all activities will, unless otherwise provided by law, be carried on in accordance with it and that, in the meantime, all such steps as are feasible in the circumstances will be taken to assure conformity to the plan as it then appears to be developing.

Other committee amendments spell out the types of benefits which the Congress believes to be derivable from outdoor recreation, make clear that the nationwide plan which is to be prepared will be merely recommendatory as far as it concerns State and local governments and private interests, authorize the providing of technical assistance and advice by the Secretary to all private interests, redefine the terms "United States" and "States" to extend all the benefits of the act to Puerto Rico, the Virgin Islands, Guam, and American Samoa insofar as such extension is practicable, and correct an error in a statutory citation.

COST

The President's budget for fiscal year 1964 requests an appropriation of about \$2,460,000 for the Bureau of Outdoor Recreation. It is expected that future costs will approximate this amount and that, if

there are any substantial increases other than those which may occur because of the enactment of additional legislation, the committee will be promptly advised so that it can assess their reasonableness.

DEPARTMENTAL RECOMMENDATION

The executive communication from the Department of the Interior requesting the enactment of this legislation is as follows:

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., January 11, 1963.

HON. JOHN W. McCORMACK,
Speaker of the House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: Enclosed is a draft of proposed legislation, to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

We suggest that the bill be referred to the appropriate committee for consideration, and we recommend that it be enacted.

This proposed legislation is intended primarily as the organic act for the Bureau of Outdoor Recreation. Its purpose is to outline the general administrative responsibilities and functions to be exercised in the future by this Department through that Bureau. It is designed to accomplish as effectively as possible certain purposes expressed by the Outdoor Recreation Resources Review Commission in its report of January 31, 1962, to the President and to the Congress as required by the act of June 28, 1958 (72 Stat. 238).

The report of the Outdoor Recreation Resources Review Commission emphasizes the fact that the provision of adequate and diverse outdoor recreation opportunities for the American people requires carefully planned and effectively coordinated efforts by all levels of governments and by private citizens and interests. Also, in the President's 1962 message to the Congress on conservation, he proposed executive and legislative action to implement certain recommendations of the Outdoor Recreation Resources Review Commission. To this end, the President issued an Executive order establishing a Cabinet level Recreation Advisory Council.

In addition, the Bureau of Outdoor Recreation has been created as a result of the recommendations made by the Outdoor Recreation Resources Review Commission. In this connection, we wish to commend the Commission for its thorough and farsighted report which, in our judgment, will be of incalculable value to the Nation. We note that the Senate Committee on Interior and Insular Affairs, in its Report No. 1825, on S. 3117, 87th Congress, a bill that is similar in part to this proposal, stated: "Two of the Commission's major recommendations were (1) that a Bureau of Outdoor Recreation should be established in the Department of the Interior to have 'overall responsibility for leadership of a nationwide effort by coordinating the various Federal programs and assisting other levels of government to meet the demands for outdoor recreation,' and (2) that the States should play a pivotal role in making outdoor recreation opportunities available to citizens."

We are now carrying out through the Bureau of Outdoor Recreation the functions of general park, parkway, and recreation area

planning and cooperation with the States and other agencies pursuant to the act of June 23, 1936 (16 U.S.C. 17 k-n). We have assigned to the Bureau also certain responsibilities relating to the disposal of Federal surplus real properties to States and political subdivisions thereof for park, recreation, and historic monument purposes (sec. 203 of Federal Property and Administrative Services Act, as amended (40 U.S.C. 484)). It is responsible also for cooperation with the Housing and Home Finance Administrator with regard to the making of Federal grants for the acquisition of open space (title VII, sec. 702(e) of the Housing Act of 1961 (75 Stat. 149)).

In addition to the above functions the Bureau of Outdoor Recreation also serves in a staff or secretariat capacity to the Recreation Advisory Council established by President Kennedy in Executive Order 11017 issued on April 27, 1962, as amended by Executive Order 11069 of November 28, 1962. This Council is composed of the Secretary of the Interior, Secretary of Agriculture, Secretary of Defense, Secretary of Commerce, Secretary of Health, Education, and Welfare, and the Administrator of the Housing and Home Finance Agency. The Secretary of the Interior is at present Chairman of the Council but the chairmanship is to be rotated among the officials in the order named for terms of 2 years each. The independence of the Bureau, without regard to the Department in which it may be housed, in its actions and contacts whenever it is serving in its capacity of staff or secretariat to the Council is essential for the Council to function properly and to make effective use of the Bureau. This independence is now recognized and maintained. It would be preserved and would continue upon enactment of the draft bill.

The proposed bill herewith transmitted is essentially the same as the provisions of title I of S. 3117 of the 87th Congress, which was passed by the Senate. Briefly, this proposed legislation will provide a more appropriate administrative basis for our activities in the field of outdoor recreation. The bill would authorize the Secretary of the Interior, in carrying out the purposes of the act, to prepare and maintain a continuing inventory and evaluation of all outdoor recreation needs and resources of the United States, including, to the extent practicable, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa. It provides for the preparation of a system for the classification of outdoor recreation resources as a basis for the most effective and beneficial use and management of such resources. It provides for the formulation and maintenance of a comprehensive nationwide outdoor recreation plan. Technical assistance and advice to the States, political subdivisions, and nonprofit organizations for purposes of the act would be authorized. In recognition of the key role of the States and for proper coordination, we anticipate that assistance to political subdivisions will be rendered through or in cooperation with State agencies. The Secretary would be authorized also to encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources. Research and education in this field also would be prescribed, which would be an important phase of our work. An important feature of the bill relates to interdepartmental cooperation, which we are hopeful will provide a satisfactory basis for the exchange of information and the rendering of assistance in accomplishing the purposes of the Federal Government through its several agencies

relating to outdoor recreation. Lastly, the bill would authorize the acceptance and use of donations of money and other property, personal services, or facilities for purposes of the act.

In conclusion, we feel that the enactment of this bill is essential for us to carry out our responsibilities in this field. It will permit us to cooperate with and assist other Federal agencies which are similarly interested. We appreciate the considerable interest that has been shown by Members of the Congress in this matter and believe this proposal has a very high potential in terms of future public benefits in the field of outdoor recreation, which is recognized to be of tremendous but incalculable value to the Nation.

We have been advised by the Bureau of the Budget that the enactment of this proposed legislation would be in accord with the President's program.

Sincerely yours,

STEWART L. UDALL,
Secretary of the Interior.

A BILL To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes

Be it enacted by the Senate and the House of Representatives of the United States of America in Congress assembled, That the Congress finds and declares that the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable, and that prompt and coordinated action is required by all levels of government and by private interests on a nationwide basis to conserve, develop and utilize such resources for the benefit and enjoyment of the American people.

SEC. 2. In order to carry out the purposes of this Act, the Secretary of the Interior is authorized, after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned, to perform the following functions and activities:

(a) INVENTORY. Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States, including to the extent practicable the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

(b) CLASSIFICATION. Prepare a system for classification of outdoor recreation resources to assist in the effective and beneficial use and management of such resources.

(c) NATIONWIDE PLAN. Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and identify the desirable actions to be taken at each level of government and by

private interests. The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

(d) **TECHNICAL ASSISTANCE.** Provide technical assistance and advice to and cooperate with States, political subdivisions, and nonprofit organizations with respect to outdoor recreation.

(e) **REGIONAL COOPERATION.** Encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

(f) **RESEARCH AND EDUCATION.** (1) Sponsor, engage in, and assist in research relating to outdoor recreation, directly or by contract or cooperative agreements, and make payments for such purposes without regard to the limitations of section 3648 of the Revised Statutes (31 U.S.C. 529) concerning advances of funds when he considers such action in the public interest; (2) undertake studies and assemble information concerning outdoor recreation, directly or by contract or cooperative agreement, and disseminate such information without regard to the provisions of 39 U.S.C. 321n; (3) cooperate with educational institutions and others in order to assist in establishing education programs and activities and to encourage public use and benefits from outdoor recreation.

(g) **INTERDEPARTMENTAL COOPERATION.** (1) Cooperate with and provide technical assistance to Federal departments and agencies and obtain from them information, data, reports, advice, and assistance that are needed and can reasonably be furnished in carrying out the purposes of this Act; (2) promote coordination of Federal plans and activities generally relating to outdoor recreation. Any department or agency furnishing advice or assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

(h) **DONATIONS.** Accept and use donations of money, property, personal services, or facilities for the purposes of this Act.

COMMITTEE RECOMMENDATION

The Committee on Interior and Insular Affairs recommends the enactment of H.R. 1762 as amended.



88TH CONGRESS
1ST SESSION

H. R. 1762

[Report No. 160]

IN THE HOUSE OF REPRESENTATIVES

JANUARY 14, 1963

Mr. ASPINALL introduced the following bill; which was referred to the Committee on Interior and Insular Affairs

MARCH 28, 1963

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

A BILL

To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Congress finds and declares that the general wel-
4 fare of the Nation requires that all American people of
5 present and future generations shall be assured such quantity
6 and quality of outdoor recreation resources as are necessary
7 and ~~desirable~~, *desirable for the physical, spiritual, cultural,*
8 *recreational, and scientific benefits which such resources*
9 *provide,* and that prompt and coordinated action is
10 required by all levels of government and by private interests

1 on a nationwide basis to conserve, develop, and utilize such
2 resources for the benefit and enjoyment of the American
3 people.

4 SEC. 2. In order to carry out the purposes of this Act,
5 the Secretary of the Interior is authorized,~~after consultation~~
6 ~~with the Recreation Advisory Council and with the heads~~
7 ~~of Federal departments and agencies concerned,~~ to perform
8 the following functions and activities:

9 (a) INVENTORY.—Prepare and maintain a continuing
10 inventory and evaluation of outdoor recreation needs and
11 resources of the United States,~~including, to the extent prac-~~
12 ~~ticable, the Commonwealth of Puerto Rico, the Virgin~~
13 ~~Islands, Guam, and American Samoa.~~

14 (b) CLASSIFICATION.—Prepare a system for classifica-
15 tion of outdoor recreation resources to assist in the effective
16 and beneficial use and management of such resources.

17 (c) NATIONWIDE PLAN.—Formulate and maintain a
18 comprehensive nationwide outdoor recreation plan, taking
19 into consideration the plans of the various Federal agencies,
20 States, and their political subdivisions. The plan shall set
21 forth the needs and demands of the public for outdoor recrea-
22 tion and the current and foreseeable availability in the future
23 of outdoor recreation resources to meet those needs. The
24 plan shall identify critical outdoor recreation problems, rec-
25 ommend solutions, and ~~identify the~~ *recommend* desirable

1 actions to be taken at each level of government and by
2 private interests. The Secretary shall transmit the initial
3 plan, which shall be prepared as soon as practicable within
4 five years hereafter, to the President for transmittal to the
5 Congress. Future revisions of the plan shall be similarly
6 transmitted at succeeding five-year intervals. When a plan
7 or revision is transmitted to the Congress, the Secretary
8 shall transmit copies to the Governors of the several States.

9 (d) TECHNICAL ASSISTANCE.—Provide technical as-
10 sistance and advice to and cooperate with States, political
11 subdivisions, and ~~nonprofit organizations~~ *private interests*,
12 *including nonprofit organizations*, with respect to outdoor
13 recreation.

14 (e) REGIONAL COOPERATION.—Encourage interstate
15 and regional cooperation in the planning, acquisition, and
16 development of outdoor recreation resources.

17 (f) RESEARCH AND EDUCATION.—(1) Sponsor,
18 engage in, and assist in research relating to outdoor recrea-
19 tion, directly or by contract or cooperative agreements, and
20 make payments for such purposes without regard to the
21 limitations of section 3648 of the Revised Statutes (31
22 U.S.C. 529) concerning advances of funds when he con-
23 siders such action in the public interest, (2) undertake
24 studies and assemble information concerning outdoor recrea-
25 tion, directly or by contract or cooperative agreement, and

1 disseminate such information without regard to the provisions
2 of ~~section 324~~ *section 4154*, title 39, United States Code,
3 and (3) cooperate with educational institutions and others
4 in order to assist in establishing education programs and
5 activities and to encourage public use and benefits from
6 outdoor recreation.

7 (g) INTERDEPARTMENTAL COOPERATION.—(1) Co-
8 operate with and provide technical assistance to Federal de-
9 partments and agencies and obtain from them information,
10 data, reports, advice, and assistance that are needed and can
11 reasonably be furnished in carrying out the purposes of this
12 Act, and (2) promote coordination of Federal plans and
13 activities generally relating to outdoor recreation. Any
14 department or agency furnishing advice or assistance here-
15 under may expend its own funds for such purposes, with or
16 without reimbursement, as may be agreed to by that agency.

17 (h) DONATIONS.—Accept and use donations of money,
18 property, personal services, or facilities for the purposes of
19 this Act.

20 *SEC. 3. In order further to carry out the policy declared*
21 *in section 1 of this Act, the heads of Federal departments*
22 *and independent agencies having administrative responsibility*
23 *over activities or resources the conduct or use of which is*
24 *pertinent to fulfillment of that policy shall, either individually*
25 *or as a group, (a) consult with and be consulted by the*

1 *Secretary from time to time both with respect to their conduct*
2 *of those activities and their use of those resources and with*
3 *respect to the activities which the Secretary of the Interior*
4 *carries on under authority of this Act which are pertinent*
5 *to their work, and (b) carry out such responsibilities in gen-*
6 *eral conformance with the nationwide plan authorized under*
7 *section 2(c) of this Act.*

8 *SEC. 4. As used in this Act, the term "United States"*
9 *shall include the District of Columbia and the terms "United*
10 *States" and "States" may, to the extent practicable, include*
11 *the Commonwealth of Puerto Rico, the Virgin Islands,*
12 *Guam, and American Samoa.*

Amend the title so as to read: "A bill to promote the coordination and development of effective programs relating to outdoor recreation, and for other purposes."

88TH CONGRESS
1ST SESSION

H. R. 1762

[Report No. 160]

A BILL

To promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

By Mr. ASPINALL

JANUARY 14, 1963

Referred to the Committee on Interior and Insular Affairs

MARCH 28, 1963

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued April 4, 1963
For actions of April 3, 1963
88th-1st; No. 49

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HIGHLIGHTS: Senate committee reported wilderness preservation bill. House Rules Committee cleared outdoor recreation development bill. Sen. Proxmire commended Under Secretary Murphy's testimony on dairy legislation.

SENATE

1. FORESTRY; WILDERNESS PRESERVATION. The Interior and Insular Affairs Committee reported with amendments S. 4, to provide for the establishment of a National Wilderness Preservation System (S. Rept. 109). At the request of Sen. Anderson, permission was granted to delay printing the report on this bill until minority views have been prepared. p. 5305
2. DAIRY PROGRAM. Sen. Proxmire commended and inserted Under Secretary Murphy's testimony before the Agriculture and Forestry Committee on dairy legislation, stating that "It has been a long time since we have been able to obtain any sort of agreement between the representatives of the dairy farmers, the administration, and members of the Senate Committee on Agriculture and Forestry, but I think today is a milestone in that connection." Sen. Hart also commended the testimony. pp. 5327-30
3. TRANSPORTATION. Continued debate on S. 6, the urban mass transportation bill. pp. 5258-60, 5264-5304

4. PUBLIC WORKS. Sen. Miller inserted a Wall Street Journal article on the merits of the accelerated public works program which states that Democratic leaders in Congress "are quietly starting a campaign to fuel the economy with a big extra shot of public works spending" which will "collide head-on with Republican economy drives." pp. 5297-8
5. WATER RESOURCES. Sen. Yarborough inserted an address by the Army Chief of Engineers before the National Rivers and Harbors Congress on water resource development plans of the Corps of Engineers, "Water Resources Development and National Defense." pp. 5312-4
6. EDUCATION. Sen. Morse inserted the report of the National Committee for Support of the Public Schools on school dropouts, including a section on school dropouts by children of migrant farm workers. pp. 5319-27
7. MEDICARE. Sen. Humphrey reviewed increased costs for medical care of the aged and urged support for the President's proposed program of hospital insurance for the elderly through the social security system. pp. 5310-2
8. PATENTS. Sen. McClellan submitted for printing a report of the Judiciary Committee, "Patents, Trademarks, and Copyrights" (S. Rept. 107). p. 5305
9. ADMINISTRATIVE PROCEDURE. Sen. Long (Mo.) submitted for printing a report of the Judiciary Committee, "Administrative Practice and Procedure" (S. Rept. 108) p. 5305

HOUSE

10. OUTDOOR RECREATION. The Rules Committee reported a resolution for consideration of H. R. 1762, to promote coordination and development of effective Federal and State programs relating to outdoor recreation. p. D199
11. DAIRY. Rep. Stratton urged enactment of dairy legislation to "create a so-called two-price plan for milk" and to provide "incentive payments for reducing milk production below their 1962 figures", and stated such legislation "meet the needs and wishes of an over-whelming majority of N. Y. State dairy farmers." pp. 5238-9
12. COTTON. Several Representatives urged more understanding of the textile problems and criticized the two-price cotton system under which the Government subsidizes the export of raw cotton to make it competitive with world prices. pp. 5240-9
Received an Alabama Legislative resolution commending Secretary Freeman and members of the Alabama congressional delegation for their concern for the cotton economy of Alabama by endorsing the 1963 cotton price support program. p. 5256
13. IMPORT-EXPORT BANK. Rep. Harvey (Mich.) criticized the "back-door financing" provision of the Export-Import Bank bill and urged "increased lending authorization under the regular appropriation process." p. 5236
14. FISHERY. Rep. Hall inserted an article stating that La. could teach fish culture in ricefields rather than being taught. p. 5237
15. BUDGET. Reps. Halleck, Albert and others debated the merits of how and to what extent the budget could and should be cut. pp. 5236-7, 5252-5

ment of the Virgin Islands to issue general obligational bonds.

Representatives Aspinall and O'Brien of New York were heard on the request for a rule.

OUTDOOR RECREATION

Committee on Rules: Granted an open rule, with 1 hour of debate, on H.R. 1762, to promote coordination and development of effective Federal and State programs relating to outdoor recreation.

Heard Representatives Aspinall and Morris on the request for a rule.

LEAD-ZINC

Committee on Rules: Granted an open rule, with 1 hour of debate, on H.R. 3845, to amend the Lead-Zinc Small Producers Stabilization Act.

Heard on the request for a rule were Representatives Aspinall and Edmondson.

LEAD-ZINC

Committee on Rules: Granted an open rule, with 1 hour of debate, on H.R. 3120, to simplify the administration of the Lead-Zinc Small Producers Stabilization Act.

Representatives Aspinall and Edmondson were heard on the request for a rule.

NASA AUTHORIZATION

Committee on Science and Astronautics: Subcommittee on Applications and Tracking and Data Acquisition held a hearing on National Aeronautics and Space Administration authorization. Heard testimony from Dr. Robert C. Seamans, Jr., Associate Administrator, accompanied by Morris Tepper, Director, Meteorological Systems, Office of Applications, both of NASA. Hearings continue Thursday, April 4.

NASA AUTHORIZATION

Committee on Science and Astronautics: Subcommittee on Space Sciences heard testimony from Dr. Albert J. Kelly, Director, Electronics and Control, Office of Advanced Research and Technology, NASA, on National Aeronautics and Space Administration authorization. Hearings continue Thursday, April 4.

VETERANS' AFFAIRS

Committee on Veterans' Affairs: Held a briefing with John S. Gleason, Administrator, Veterans' Administration.

TAXES

Committee on Ways and Means: Met in executive session on the President's tax recommendations. No announcements were made. Recessed until Thursday, April 4.

Joint Committee Meetings

STATE OF ATOMIC ENERGY INDUSTRY

Joint Committee on Atomic Energy: Committee continued the second phase of its hearings on the development, growth, and state of the atomic energy industry, held annually in accordance with section 202 of the Atomic Energy Act. Witnesses heard were Dr. Frederic de Hoffmann, General Atomics; Harland C. Forbes, Consolidated Edison Co.; Richard Harrison, Babcock & Wilcox Co.; P. H. Reinker, Hanford Atomic Products Operation; Ralph C. Roe, Burns & Roe; Larry Hobart, American Public Power Association; Robert Hartwell, Power Reactor Development Co.; Charles Robinson, National Rural Electric Cooperative Association; and Dr. Walter H. Zinn, Combustion Engineering Co.

Hearings continue tomorrow.

BILLS SIGNED BY THE PRESIDENT

New Laws

(For last listing of public laws, see DIGEST, p. D187, April 1, 1963)

H.R. 212, relating to the payment of veterans' burial allowances under certain conditions. Signed April 2, 1963 (P.L. 88-3).

H.R. 2085, to permit a deduction for child care by a wife who has been deserted by her husband. Signed April 2, 1963 (P.L. 88-4).

COMMITTEE MEETINGS FOR THURSDAY, APRIL 4

(All meetings are open unless otherwise designated)

Senate

Committee on Appropriations, subcommittee, on fiscal 1964 budget estimates for the Department of Agriculture, and related agencies, to hear public witnesses, 10 a.m. and 2 p.m., room S-128, Capitol.

Subcommittee, on fiscal 1964 budget estimates for Labor-HEW, on funds for the Social Security Administration, 10 a.m., 1318 New Senate Office Building.

Subcommittee, on proposed supplemental appropriations for fiscal 1963, 2 p.m., room S-126, Capitol.

Committee on Armed Services, executive, to consider H.R. 2440 and S. 843, authorizing funds for procurement of aircraft, missiles, and naval vessels for fiscal 1964, 10:30 a.m., 212 Old Senate Office Building.

Committee on Foreign Relations, to begin hearings on S. 865, to establish a National Academy of Foreign Affairs, 10:30 a.m., 4221 New Senate Office Building.

Committee on Government Operations, Permanent Subcommittee on Investigations, on procurement practices of the Air Force and Navy, and the awarding of the TFX-type aircraft contract to the General Dynamics Corp., 10:30 a.m., 3302 New Senate Office Building.

Committee on Interior and Insular Affairs, Public Lands Subcommittee, on S. 792, Sleeping Bear Dunes Lakeshore bill, and on other calendar bills, 9:30 a.m., 3110 New Senate Office Building.

Committee on the Judiciary, Antitrust and Monopoly Subcommittee, on operations of foreign insurance companies, 9:30 a.m., 2228 New Senate Office Building.

Select Committee on Small Business, executive, to consider committee plans, 10 a.m., 424 Old Senate Office Building.

House

Committee on Agriculture, Subcommittee on Family Farms, executive, on pending legislation, 10 a.m., 1310 Longworth House Office Building.

Subcommittee on Equipment, Supplies, and Manpower, executive, on H.R. 2009 and 1836, re Mexican farm labor, 9:45 a.m., 1308 Longworth House Office Building.

Committee on Appropriations, Subcommittee on Defense, executive, 10 a.m., H-144 U.S. Capitol Building.

Subcommittee on State, Justice, Commerce, and the Judiciary, executive, 10 a.m., H-310 U.S. Capitol Building.

Subcommittee on Agriculture, executive, 10 a.m., H-305 U.S. Capitol Building.

Committee on Armed Services, executive, on military construction authorization bill, 10 a.m., 313-A Cannon House Office Building.

Committee on Banking and Currency, on area redevelopment bill, 10 a.m., 1301 Longworth House Office Building.

Committee on Education and Labor, Select Subcommittee on Education, on Public Laws 81-815 and 81-874, re impacted areas, 10 a.m., 429 Cannon House Office Building.

Committee on Foreign Affairs, executive, on H.R. 5207, to amend the Foreign Service Buildings Act, 10:30 a.m., H-322 U.S. Capitol Building.

Committee on Interior and Insular Affairs, Subcommittee on Public Lands, on H.R. 3387, 4151, 4588, 5120, and executive, markup of H.R. 2293, a private bill, 9:45 a.m., 1324 Longworth House Office Building.

Committee on Interstate and Foreign Commerce, Special Subcommittee on Investigations, on broadcast rating services, 10 a.m., 1334 Longworth House Office Building.

Committee on the Judiciary, Subcommittee No. 1, on H.R. 4897, to repeal subsection (d) of section 2388, title 18, U.S. Code; and private immigration bills, 10 a.m., 327 Cannon House Office Building.

Subcommittee No. 3, executive, on pending legislation, 10 a.m., 346 Cannon House Office Building.

Committee on Merchant Marine and Fisheries, on H.R. 1897, re labor-management disputes in the maritime industry, 10 a.m., 219 Cannon House Office Building.

Committee on Post Office and Civil Service, executive, on pending legislation, 10 a.m., 215 Cannon House Office Building.

Committee on Public Works, Subcommittee on Public Buildings and Grounds, executive, 9:30 a.m., to be followed by full committee, executive, to act on prospectuses for buildings proposed for construction under the Public Buildings Act, 11 a.m., 1302 Longworth House Office Building.

Committee on Science and Astronautics, Subcommittee on Manned Space Flight, on NASA authorization, 10 a.m., 356 Cannon House Office Building.

Subcommittee on Space Sciences, on NASA authorization, 10 a.m., 304 Cannon House Office Building.

Subcommittee on Applications and Tracking and Data Acquisition, on NASA authorization, 10 a.m., 214-B Longworth House Office Building.

Committee on Ways and Means, executive, on the President's tax recommendations, 10 a.m., committee room, Longworth House Office Building.

Joint Committees

Joint Committee on Atomic Energy, to continue its hearings on the development, growth, and state of the atomic energy industry, 10 a.m. and 2 p.m., room AE-1, Capitol.

Joint Economic Committee, executive, to consider subcommittee assignments and committee plans, 4 p.m., room S-146, Capitol.



Congressional Record

appropriate provisions of Title 44, United States Code, and published for each day that one or both Houses are in session, excepting very infrequent instances when two or more unusually small consecutive issues are printed at one time. ¶ The Congressional Record will be furnished by mail to subscribers, free of postage, for \$1.50 per month, payable in advance. Remit check or money order, made payable to the Superintendent of Documents, directly to the Government Printing Office, Washington 25, D. C. For subscription purposes, 20 daily issues constitute a month. The charge for individual copies varies in proportion to the size of the issue. ¶ Following each session of Congress, the daily Congressional Record is revised, printed, permanently bound and is sold by the Superintendent of Documents in individual parts or by sets. ¶ With the exception of copyrighted articles, there are no restrictions on the republication of material from the Congressional Record.

The public proceedings of each House of Congress, as reported by the Official Reporters thereof, are printed pursuant to directions of the Joint Committee on Printing as authorized by

April 4, 1963

- Istokpoga Marsh and Jumper Creek, Fla.; Held, Iowa; Callahan Creek, Mo.; Apache-Brazito-Mesquite, N. Mex.; Conetoe Creek, N. C.; Harmon Creek, Pa. and W. Va.; and Upper Little Minnesota River, S. Dak.; to Agriculture Committees. pp. 5367, 5503
- Upper Rock Creek, Md.; and Buck Creek, Ky.; to Public Works Committees. pp. 5368, 5503
15. HOUSING. Both Houses received from the Housing and Home Finance Agency a proposed bill "to provide additional housing for the elderly"; to Banking and Currency Committees. pp. 5367, 5503
16. NOMINATION. Confirmed the nomination of W. Averell Harriman to be Under Secretary of State for Political Affairs. p. 5442
17. BUILDINGS. The "Daily Digest" states that the Public Works Committee approved authorizations of \$20,768,600 for 87 new small building projects to be financed by funds from the accelerated public works program, and approved authorizations for other new buildings and alterations of existing buildings. p. D203
18. LEGISLATIVE PROGRAM. Sen. Mansfield announced that debate on the wilderness preservation bill will begin next Mon., to be followed by consideration of the youth employment bill. pp. 5362-3
19. ADJOURNED until Mon., Apr. 8. p. 5441
- HOUSE
20. APPROPRIATIONS. By a vote of 385 to 17, passed without amendment H. R. 5366, the Treasury and Post Office Departments, Executive Office of the President, and certain independent agencies appropriation bill for 1964. pp. 5444-75
- The Appropriations Committee was granted permission to report the supplemental appropriation bill for 1963 during recess. p. 5475.
- Reps. Sisk and Rosenthal objected to proposed budget cuts. pp. 5477-8
21. BUILDINGS. The Foreign Affairs Committee reported without amendment H. R. 5207, authorizing additional appropriations for foreign buildings including Agricultural Attache housing (H. Rept. 194). p. 5504
22. LUMBER. Rep. Sikes recommended against the Treasury Department's proposed change in the provision for timber taxation. pp. 5483-4
23. EXPENDITURES. Rep. Curtis urged establishment of a Congressional Joint Committee on the Budget and a Presidential Advisory Commission on Federal Expenditures. pp. 5498-9
24. WHEAT. Rep. Holifield urged approval of the new wheat program in the referendum. pp. 5502
25. OUTDOOR RECREATION. The Rules Committee reported a resolution for consideration of H. R. 1762, to promote the coordination and development of effective Federal and State programs relating to outdoor recreation. p. 5504
26. COTTON. The Agriculture Committee reported with amendments H. R. 5067, to extend the authority to transfer cotton allotments in disaster areas (H. Rept. 197). p. 5504

27. TRANSPORTATION. Rep. Ullman inserted an Ore. Legislature memorial requesting sufficient funds to widen the shipping locks at Bonneville Dam on the Columbia River. pp. 5502-3
28. PERSONNEL; TRAVEL. Both Houses received from the Civil Service Commission a proposed bill "to provide for the payment of travel cost for applicants invited by a department to visit it for purposes connected with employment"; to Government Operations Committees. pp. 5368, 5503
A Subcommittee of the Post Office and Civil Service Committee was appointed to consider H. R. 4837 and H. R. 4838, to provide for the payment of certain amounts and restoration of employment benefits to certain Government officers and employees improperly deprived thereof. p. D205
29. MINING. The Rules Committee formally reported resolutions for consideration of H. R. 3845, to amend the Lead-Zinc Small Producers Stabilization Act to allow only small producers to receive benefits under this Act, and H. R. 3120, to simplify the administration of this Act. p. 5504
30. PERSONNEL; SALARIES. The Post Office and Civil Service Committee reported with amendment H. R. 1159, to amend the Classification Act of 1949 to authorize the establishment of hazardous duty pay in certain cases (H. Rept. 189). p. 5504
31. PERSONNEL; HEALTH. The Post Office and Civil Service Committee reported without amendment the following bills: p. 5504
H. R. 1819 to provide additional choice of health benefits plans by Federal employees (H. Rept. 190);
H. R. 3517, to amend the Retired Federal Employees Health Benefits Act with respect to Government contribution for expenses incurred in the administration of such act (H. Rept. 191).
32. CENSUS. The Post Office and Civil Service Committee reported without amendment H. R. 3545, to provide for taking the economic censuses 1 year earlier starting in 1968 (H. Rept. 192). p. 5504
33. PERSONNEL; RETIREMENT. The Post Office and Civil Service Committee reported without amendment H. R. 3612, to define the term "child" for lump-sum payment purposes under the Civil Service Retirement Act (H. Rept. 193). p. 5504
34. LEGISLATIVE PROGRAM. Rep. Albert announced that next Tues., the 1963 supplemental appropriation bill will be called up; and on Wed and Thurs. H. R. 1762, outdoor recreation coordination program will be considered. pp. 5475-6
Also he announced that "at the close of business on Thurs. Apr. 11, it is planned to recess until the morning of Mon. Apr. 22" as an Easter Recess. p. 5476
35. ADJOURNED until Mon., Apr. 8. p. 5503

BILL APPROVED BY THE PRESIDENT

36. TRANSPORTATION. S. 1035, to extend for 1 year (to April 3, 1964) the period during which the Federal Maritime Commission is required by the provisions of Public Law 87-346 to approve, disapprove, cancel, or modify, existing dual rate contracts in the use in the waterborne foreign commerce of the United States. Approved April 3, 1963 (Public Law 88-5).

CONSIDERATION OF H.R. 1762

APRIL 4, 1963.—Referred to the House Calendar and ordered to be printed

Mr. SISK, from the Committee on Rules, submitted the following

R E P O R T

[To accompany H. Res. 306]

The Committee on Rules, having had under consideration House Resolution 306, reports the same to the House with the recommendation that the resolution do pass.

○

House Calendar No. 35

88TH CONGRESS
1ST SESSION

H. RES. 306

[Report No. 185]

IN THE HOUSE OF REPRESENTATIVES

APRIL 4, 1963

Mr. SISK, from the Committee on Rules, reported the following resolution:
which was referred to the House Calendar and ordered to be printed

RESOLUTION

1 *Resolved*, That upon the adoption of this resolution it
2 shall be in order to move that the House resolve itself into
3 the Committee of the Whole House on the State of the
4 Union for the consideration of the bill (H.R. 1762) to
5 promote the coordination and development of effective Fed-
6 eral and State programs relating to outdoor recreation, and
7 for other purposes. After general debate, which shall be
8 confined to the bill, and shall continue not to exceed one
9 hour, to be equally divided and controlled by the chairman
10 and ranking minority member of the Committee on Interior
11 and Insular Affairs, the bill shall be read for amendment
12 under the five-minute rule. At the conclusion of the con-

1 sideration of the bill for amendment, the Committee shall
2 rise and report the bill to the House with such amendments
3 as may have been adopted, and the previous question shall
4 be considered as ordered on the bill and amendments
5 thereto to final passage without intervening motion except
6 one motion to recommit.

RESOLUTION

Providing for the consideration of H.R. 1762,
a bill to promote the coordination and de-
velopment of effective Federal and State
programs relating to outdoor recreation, and
for other purposes.

By Mr. SISK

APRIL 4, 1963

Referred to the House Calendar and ordered to be
printed

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued April 30, 1963
For actions of April 29, 1963
88th-1st; No. 62

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HIGHLIGHTS: House passed outdoor recreation development bill. House received President's pay message. Rep. Battin criticized USDA actions in wheat referendum and suggested Secretary Freeman resign. Rep. Findley urged use of poll watchers in wheat referendum. Rep. Cleveland urged additional restrictions on wool imports. Rep. Cooley inserted report on problems of cotton industry.

HOUSE

1. **OUTDOOR RECREATION.** Passed with amendments S. 20, to provide specific substance authority for the Bureau of Outdoor Recreation, Interior Department, after substituting the language of similar bill, H. R. 1762, which had been passed earlier with amendments. H. R. 1762, was then tabled. pp. 6823-4, 6828-43

Agreed to the following amendments:

By Rep. Griffin, to substitute language declaring that "it is to be desirable that all American people of present and future generations be assured adequate outdoor recreation resources, and that it is desirable for all levels of government and private interests to take prompt and coordinated action to the extent practicable without diminishing or affecting their respective powers and functions." pp. 6835-6

By Rep. Morris, 292 to 50, to provide that the Secretary of the Interior shall submit to Congress within sixty days after each calendar year a report on the source, value, purpose, and use of donations of money, property, etc., for the outdoor recreation program. pp. 6840-1, 6842

By Rep. Haley, to authorize the appropriation of not to exceed \$2,500,000 annually for this program. p. 6841

Rejected the following amendments:

By Rep. Westland, 54 to 99, to provide for the establishment of an independent agency to be known as the Outdoor Recreation Agency (rather than having a agency in the Interior Department to administer the program). pp. 6836-9

By Rep. Griffin, similar to the amendment adopted by Rep. Morris (above), except that it would have required reports on donations accepted under this program or any other program of the Interior Department. pp. 6839-40

Rejected, by a vote of 18 to 183, a motion by Rep. Martin (Calif.) to recommit the bill to the Interior and Insular Affairs Committee. p. 6842

2. FARM PROGRAM. Rep. Battin charged that Secretary Freeman was trying to influence a "yes" vote in the coming wheat referendum, suggested that the Secretary resign, and inserted a letter from the McCone Co., Mont., ASC County Committee on the matter. pp. 6850-1

Rep. Findley urged the use of poll watchers in the wheat referendum "so that they can effectively protect the rights of those wishing to vote." p. 6820

3. WOOL. Rep. Cleveland expressed concern over the effects of wool imports on the domestic wool industry and inserted his letter to the President urging him to "impose quotas pending an agreement with wool-trading countries similar to those granted cotton in 1961." p. 6854

4. PERSONNEL; PAY. Received the President's message recommending additional raises in pay for Federal classified and postal employees to be effective Jan. 1, 1964 (H. Doc. 108)(pp. 6820-1). The recommended increases are based on a comparison of Federal salaries with salaries paid in private enterprise as provided by the Federal Salary Reform Act of 1962. The President stated that the Civil Service Commission will send to Congress within the next few days a draft bill to put his recommendations into effect, and that the 1964 budget contains a provision for \$200 million for this pay adjustment. The message includes the following statement regarding executive pay increases and the present ceiling on salaries in top career-service positions:

"The Salary Reform Act, pending adjustments in executive pay, imposed a temporary \$20,000 ceiling on the GS-18 salary, in place of the \$24,500 rate I had recommended. As one consequence of this ceiling the act established rates below the 1961 comparability levels for all grades above GS-7. The schedules I am now proposing include the increases necessary to bring salary rates for all grades through GS-15 up to full comparability. The scheduled rates proposed for the grades above GS-15 approach as near to full comparability as is feasible at this time, in light of the review now being made of top executive salaries. It is highly desirable, in the interests of equity and the solution of pressing problems in professional and administrative staffing, to achieve full comparability rates for all grades as soon as possible. The draft bill to be submitted by the Chairman of the Civil Service Commission which would put into effect up-to-date career salary schedules, will take account of the relationship with executive pay by providing that the rates above \$20,000 in the recommended career schedules shall go into effect only upon adjustments in top executive pay.

"In accordance with the recommendations of the Senate Committee on Post Office and Civil Service, a study of executive pay is now underway. Development of an objective approach to Federal executive pay poses important and complex problems. Consequently, I have asked the Advisory Panel on Federal Salary Systems to study the subject and to recommend a course of action."

million but \$460 million. In the bill before the House tomorrow we have authorized for use of the unemployment compensation trust fund a total of \$350 million. This has been going on for a number of years. The Senate has always come back and added to it, \$400 million to \$420 million, by writing legislation on an appropriation bill in the Senate, something that the Committee on Ways and Means should have handled but has been handled in the Senate Appropriations Committee through legislation. Now, I hope that the Committee on Ways and Means, when they presented this bill to the Committee on Rules, did not give an indication that this program should cost \$460 million in this coming year, as this formula, if applied to this year, I think is very high.

Mr. BROWN of Ohio. I assure the gentleman they did not give that impression. I would like to call to the attention of the gentleman, because I am sure he is better informed on this whole matter than I, that the provisions in this bill to which he refers do not refer only to the unemployment service but also to the administrative cost of the entire unemployment activity.

Mr. LAIRD. That is a separate appropriation item, however.

Mr. BROWN of Ohio. Well, it is not a separate item in this bill.

Let me continue. Let me answer, if you will. I find myself in disagreement, much as I dislike to be in that position, with my distinguished friend, because I know that he is always well informed on these subjects. But, I just cannot agree that the Committee on Ways and Means itself, the tax-raising committee of the Congress, the committee in which tax legislation must originate, has the responsibility of following up on all tax funds that are raised by all the various tax programs of the country to see to it that every dollar of tax money so collected is spent according to Hoyle, or according to what somebody thinks ought to be done. I think that responsibility rests with the agency that has charge of the functioning of that particular program or activity.

Mr. LAIRD. I am not willing to give it over to an agency of the Government. These are taxpayers' funds.

Mr. BROWN of Ohio. Perhaps the great Committee on Appropriations of this House has some responsibility in this field, too, as well as the Committee on Ways and Means.

Mr. LAIRD. I think the Committee on Ways and Means has the responsibility.

Mr. MILLS. Mr. Speaker, will the gentleman yield?

Mr. BROWN of Ohio. I yield to the gentleman from Arkansas.

Mr. MILLS. The gentleman from Wisconsin raises the question of the responsibility of the Committee on Ways and Means in this area. There is undoubtedly a responsibility, as I view it, to see that these funds are used for the purposes for which they are made available. This money, as my friend from Ohio has said, is collected by the Federal Government for purposes of grants to the States for administration of their

unemployment compensation laws and for the operation of employment services. I would think, too, that there is at least an equal responsibility in the committee of the gentleman from Wisconsin to see that the funds are properly spent, because we are not making available funds here in this legislation. What we are saying is that the Committee on Appropriations and the Congress cannot for this purpose spend more than a certain amount. It is the gentleman's committee that makes the funds available in some specific amount.

I would point out if we have a responsibility in the Ways and Means Committee, at least there is an equal responsibility in the Appropriations Committee.

Mr. LAIRD. Mr. Speaker, will the gentleman yield?

Mr. BROWN of Ohio. I yield to the gentleman from Wisconsin.

Mr. LAIRD. I certainly accept that responsibility. The only point that I was trying to make and, perhaps, it was not made too clear, is this: I believe that the authorization language under this program should be reviewed by the Ways and Means Committee, because I find that in this program we are using the taxes levied on employers in the United States for purposes which I do not believe the Ways and Means Committee intended they be used in the various States. For instance, let us take the agricultural employment program. This is a program that is running into billions of dollars a year. This program was not a program that was before the Ways and Means Committee the last time this legislation was reviewed. We are using the three-tenths of a percent tax to finance this program which does not have any benefit so far as the employers contributing the tax or the employee involving billions of dollars.

Mr. MILLS. Mr. Speaker, will the gentleman from Ohio yield to me at this point?

Mr. BROWN of Ohio. I yield to the gentleman from Arkansas.

Mr. MILLS. I appreciate the comment of the gentleman from Wisconsin [Mr. LAIRD]. He is correct. It is very difficult for the Ways and Means Committee, and I am sure it is difficult for his Committee on Appropriations, to keep up with all of the various ramifications of the use of these funds by the State agencies, because other committees of Congress, just as the gentleman points out—not the Ways and Means Committee, but other committees of Congress—have over the years by legislative direction required the use of the unemployment services within the States to perform functions that other committees desire to be performed. It is true that if we limited the need for money to the employment security agencies of our States to merely handle unemployment compensation and to find employment for the people unemployed, considerably less money would be required. But the Congress itself has called upon the State agencies to perform these additional functions.

If the gentleman will yield further, I would like to say this: The Ways and Means Committee has called for a re-

port from the Labor Department on this very problem suggested by our distinguished friend, the gentleman from Wisconsin [Mr. LAIRD].

Mr. BROWN of Ohio. Mr. Speaker, let me conclude the debate on this particular matter by pointing out I believe the House Committee on Government Operations, and the Senate Committee, also, on Government Operations, each has a responsibility and the authority, to look into the expenditure of public funds of any nature under the jurisdiction of the Federal Government, or any agency thereof. The Comptroller General of the United States is authorized and directed to do so, to see that Federal money is spent according to the purposes for which it was appropriated. And, there are other legislative committees that have something to do with these particular matters. Perhaps the Committee on Education and Labor or perhaps some other committee that deals with the Department of Health, Education, and Welfare—or some other particular agency of Government—may have some responsibility and has some right to look into all phases of the problem with which they are given authority to deal, should they desire to do so.

So, it is a mixed responsibility, Mr. Speaker, as far as authority is concerned, and one that I do not believe can be solved by the enactment, or lack of enactment, of this particular bill which deals only with the levying of taxes, and not with the way that the money furnished by such taxes is actually spent, or whether it is spent efficiently and effectively. That is indeed another matter.

(Mr. TRIMBLE asked and was given permission to revise and extend his remarks.)

Mr. TRIMBLE. Mr. Speaker, I move the previous question.

The previous question was ordered.

The SPEAKER. The question is on the resolution.

The resolution was agreed to.

A motion to reconsider was laid on the table.

PROMOTING THE COORDINATION AND DEVELOPMENT OF EFFECTIVE PROGRAMS RELATING TO OUTDOOR RECREATION

Mr. SISK. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 306 and ask for its immediate consideration.

The Clerk read as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 1762) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes. After general debate, which shall be confined to the bill, and shall continue not to exceed one hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Interior and Insular Affairs, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report

the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. SISK. Mr. Speaker, I yield 30 minutes to the gentleman from California [Mr. SMITH]; pending which I yield myself such time as I may consume.

Mr. Speaker, House Resolution 306 provides for the consideration of H.R. 1762, a bill to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes. The resolution provides an open rule with 1 hour of general debate.

The purpose of H.R. 1762 is to implement certain recommendations of the Outdoor Recreation Resources Review Commission, which was created in 1958 and made up of four Members of the House, four Members of the Senate, and seven Presidential appointees.

The Commission has recommended, among other things, the establishment of a Recreation Advisory Council composed of members of the President's Cabinet and of a Bureau of Outdoor Recreation in the Department of the Interior. These steps have been taken by the President and the Secretary of the Interior, and the Secretary has transferred to the new Bureau certain functions heretofore performed by the National Park Service.

One major function which the Commission envisioned for the Bureau is that of promoting the coordination of the activities of the various Federal agencies in this field. The importance of this task is apparent when it is realized that there are at least 18 Federal agencies which have a stake in this field or whose activities touch on it fairly directly.

The role of the Bureau would be to review and coordinate the diverse Federal efforts. It would not engage in the management of any lands, waters, or facilities, which would continue to be the responsibility of the agencies which now have those duties. The Bureau would have no control over the administrative activities of any existing department or agency. It would, however, be responsible for reviewing recreation developments connected with Federal lands and programs, and its written comments could accompany plans of other agencies submitted to the Executive Office and to the Congress. The proposed Advisory Council would serve to achieve cooperation among departments and between the several departments and the Bureau.

In addition, there is need for encouraging the Federal agencies to cooperate with the States and their local organizations and for stimulating recreational planning by furnishing the States and private organizations with technical assistance.

H.R. 1762 includes a general declaration of policy and authorizations to the Secretary of the Interior.

The President's budget for fiscal year 1964 requests an appropriation of about \$2,460,000 for the Bureau of Outdoor Recreation. It is expected that future costs will approximate this amount and that, if there are any substantial in-

creases other than those which may occur because of the enactment of additional legislation, the Committee on Interior and Insular Affairs will be promptly advised that it can assess their reasonableness.

Mr. Speaker, I urge the adoption of House Resolution 306.

(Mr. SISK asked and was given permission to revise and extend his remarks.)

Mr. SMITH of California. Mr. Speaker, I yield myself such time as I may consume.

(Mr. SMITH of California asked and was given permission to revise and extend his remarks.)

Mr. SMITH of California. Mr. Speaker, as stated by the gentleman from California [Mr. SISK] this resolution provides an open rule with 1 hour of general debate for the consideration of the bill H.R. 1762.

My understanding of the purpose of the bill and the need for it is precisely that which the gentleman from California [Mr. SISK] stated and I concur in his statement.

In addition thereto, may I simply state that the purpose of the Bureau here would be to review and coordinate the various diverse Federal efforts. The Bureau would have no control over the administrative activities of any existing department or agency. However, it would be responsible for reviewing recreation developments connected with Federal lands and programs. According to the report, it is my understanding that the budget does include some \$2,480,000 for this new Bureau.

I am further informed that the gentleman from Washington [Mr. WESTLAND] and I believe some others feel that this should not be under the Department of the Interior and that it should be a separate agency. My understanding is that amendments along that line will be offered during debate on this bill in the Committee of the Whole.

Mr. Speaker, I have no further requests for time.

Mr. SISK. Mr. Speaker, I move the previous question.

The previous question was ordered.

The resolution was agreed to.

A motion to reconsider was laid on the table.

SIMPLIFYING ADMINISTRATION OF THE LEAD-ZINC SMALL PRODUCERS STABILIZATION ACT

Mr. SISK. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 308 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 3120) to simplify administration of the Lead-Zinc Small Producers Stabilization Act of October 3, 1961 (75 Stat. 766). After general debate, which shall be confined to the bill, and shall continue not to exceed one hour, to be equally divided and controlled by the chairman and ranking minority mem-

ber of the Committee on Interior and Insular Affairs, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. SISK. Mr. Speaker, I yield 30 minutes to the gentleman from California [Mr. SMITH] and, pending that, I yield myself such time as I may consume.

(Mr. SISK asked and was given permission to revise and extend his remarks.)

Mr. SISK. Mr. Speaker, House Resolution 308 provides for the consideration of H.R. 3120, a bill to simplify administration of the Lead-Zinc Small Producers Stabilization Act of October 3, 1961. The resolution provides an open rule with 1 hour of general debate.

H.R. 3120 will simplify administration of the Lead-Zinc Small Producers Stabilization Act by, first, establishing the calendar year as the time unit which determines one of the qualifications of producers for participation in the program, and second, specifically setting forth the date by which a producer shall file or have filed an application for participation in the program.

The act of October 3, 1961, authorized a program of payments to small domestic producers, who, during any 12-month period between July 1, 1956, and the beginning of the period for which payments are sought under the act, have not produced or sold more than 3,000 tons of lead and zinc combined.

Lead and zinc producers generally maintain their production records on a calendar year basis and report production to the Bureau of Mines, which maintained nationwide statistics, on a similar calendar year basis. In addition, it is burdensome to require the Government administrators to check every combination of 12-month periods since January 1, 1956, to make certain that during no 12-month period did an applicant produce over 3,000 tons of lead and zinc.

Enactment of H.R. 3120 will rectify this situation and permit qualification based on a calendar year.

Enactment of the bill will not entail any increase in budgetary requirements.

Mr. Speaker, I urge the adoption of House Resolution 308.

Mr. SMITH of California. Mr. Speaker, I yield myself such time as I may utilize, and ask unanimous consent to revise and extend my remarks.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. SMITH of California. Mr. Speaker, as stated by the gentleman from California [Mr. SISK], this resolution is an open rule providing for the consideration of the bill H.R. 3120, with 1 hour of general debate.

The gentleman from California has explained the purpose of the bill and its main provisions, and it is my wish to be associated with those statements.

Selected cost factors in State employment security administrative expenditures, fiscal years 1953-64

Fiscal year	Average covered employment	Employers covered by State employment service laws ¹	Average annual salaries of State employment service employees	Rentals for premises (millions)	Equivalent number of positions in employment security agencies
1953.....	36,325,000	1,541,552	\$3,563	\$11.9	42,974
1954.....	36,022,000	1,570,735	3,725	12.5	42,089
1955.....	35,661,000	1,598,912	3,751	13.1	45,602
1956.....	37,864,421	1,718,319	3,913	14.2	45,251
1957.....	39,732,000	2,014,015	4,103	15.8	46,576
1958.....	39,012,000	2,067,784	4,283	17.1	51,244
1959.....	39,037,000	2,114,063	4,308	19.3	54,038
1960.....	40,611,000	2,276,075	4,631	20.5	51,338
1961.....	40,332,000	2,284,311	4,708	22.1	56,934
1962.....	41,060,000	2,232,965	4,929	24.5	61,178
1963.....	41,600,000	2,359,124	5,126	27.8	67,790
1964, estimated.....	42,400,000	2,440,000	5,301	30.0	68,665

¹ Employers covered as of end of calendar year ending in fiscal year.

² Includes 1,128 temporary extended unemployment compensation equivalent positions.

³ Includes 2,656 temporary extended unemployment compensation equivalent positions.

Source: U.S. Department of Labor.

Mr. VANIK. Mr. Chairman, will the gentleman yield?

Mr. MILLS. I yield to the gentleman from Ohio.

Mr. VANIK. I would like to inquire. I find no printed copy of the testimony before the committee. Was there such a record made?

Mr. MILLS. You know, when you get to the point of reducing taxes sometimes you do not need to have a hearing. There were no requests before the committee for a public hearing, and the committee, busy as it is on so many subjects, decided to forgo the invitation for hearing.

Mr. VANIK. One further question. Did the Bureau of the Budget pass on this?

Mr. MILLS. The Bureau of the Budget has approved all the provisions of this bill. I will repeat again. The bill came from the Ways and Means Committee, as I recall it, by unanimous consent, and therefore I would commend it to the membership of the House and trust it will pass by unanimous consent.

(Mr. BAKER asked and was given permission to revise and extend his remarks.)

Mr. BAKER. Mr. Chairman, I yield myself 10 minutes.

Mr. Chairman, the purposes and the general purview of this bill have been fully and completely explained by the chairman.

The bill which we are presently considering, H.R. 4655, as introduced by the chairman of the Ways and Means Committee, is a companion bill to the bill introduced by my colleague on the committee, the gentleman from Wisconsin [Mr. BYRNES]. The bill, H.R. 4655, has three purposes:

First, it reduces the temporary unemployment tax increase which was enacted to finance the temporary extended unemployment compensation program under the 1961 act. At that time a special tax increase of 0.4 percent was levied on 1962 payrolls, payable January of this year and on 1963 payrolls, payable in January of 1964. While the 1962 tax increase has already been collected, it became apparent some time ago that the collection of this entire increase would result in a surplus—meaning collections

on the tax would exceed unemployment benefits paid out under the 1961 act. Therefore, your committee feels that it is proper at this time to reduce the rate of this special tax to be collected on 1963 payrolls from 0.4 percent to 0.25 percent of taxable payroll.

The reduced rate of tax is designed to produce only the amount of revenue required to pay for that program, and no more. This reduction in the tax rate of 0.15 percent will save employers about \$181 million of taxes due next January.

Second, the bill substitutes a flexible ceiling on the aggregate which can be used in grants to the States to cover the administrative costs of unemployment compensation and the employment service.

In addition to the special tax of 0.4 percent, which I referred to above, there is also levied a permanent Federal tax of 0.4 percent to cover grants to the States. Under the Social Security Act these grants cannot exceed in the aggregate the sum of \$350 million annually. That ceiling dates back some years and has been deemed inadequate. Because of this, temporary legislation has been required for the past few years to raise the ceiling limitation. For fiscal 1961, the ceiling was raised to \$385 million; for fiscal 1962, the ceiling was raised to \$415 million; for fiscal 1963, the ceiling was raised to \$400 million.

The bill provides for a variable ceiling based upon the amount of the net Federal unemployment tax. For fiscal 1964, if employment continues at its projected level, the ceiling will be about \$460 million. However, this does not mean that the full \$460 million will be used. The actual amount which will be available will depend upon the Appropriations Committee.

Finally, the bill extends for an additional period of 5 years the period within which the States may obligate excess Federal unemployment taxes for administrative purposes.

Under the Social Security Act, the excess unemployment taxes were credited to the States under certain circumstances. These excess funds could be obligated for administrative purpose for 5 years thereafter. If the funds were not obligated by the State within 5 years

from the date credited to the account of the State, the funds could only be used for unemployment benefits.

There have been no excess funds credited to the States since July 11, 1958. Those funds credited prior to that date would be unavailable for administrative purposes unless the 5-year period is extended. The extension is to finance existing building programs in a number of the States, which then can continue to draw upon these funds for that purpose.

The bill was reported favorably by unanimous consent by the Committee on Ways and Means. It is in my judgment and the judgment of the nine other Republican members of our committee that this is meritorious legislation. It is the first time to my recollection since I have been a Member of this body that we have presented an outright tax-reduction bill to the Congress. This bill does reduce the taxes of employers for this year by \$181 million. Simply, that amount of money was a surplus.

I would suggest, not facetiously, that it would not be a good precedent or good logic to leave that \$181 million rolling around downtown, and we ought to return it to the source from which it came; that is, the employers of the United States. The gentleman from Arkansas, the chairman of the committee, has fully explained the flexible formula which does operate to raise the ceiling but does not in itself raise the amount of money involved. It could go to \$460 million. As far as the operation is concerned, the Committee on Appropriations will certainly look intently and searchingly at the justifications for the use of the money. I look forward to the day when there can be further reductions not only in this tax but in all other taxes.

Mr. Chairman, I consider the bill certainly in the public interest and urge its adoption by this body.

Mr. VANIK. Mr. Chairman, I regret that public hearings were not held on this bill which provides certain sectors of the business community with an annual tax cut of over \$180 million.

The Members of this body who are denied an opportunity to amend or revise this legislation because of the closed rule under which it is being considered, are certainly entitled to detailed testimony on the net effect of its enactment.

This Congress, during recent times, has been most generous with the business community. Immediately after the administration revised business depreciation schedules with a tremendous tax bonanza, Congress came through with the 7-percent investment credit to add billions of dollars of tax benefits to the business and industrial sector of our economy.

The abatement of \$180 million in employment taxes provided by the enactment of H.R. 4655 apparently comes without any public plea from the business and industrial sector.

This action may not appear very prudent if the economy fails to recover according to expectations. If conditions should warrant a reenactment of the temporary Unemployment Benefit Act,

the increased tax may be very difficult to achieve.

This bill is one of the major pieces of legislation to be considered by the House this year—and yet it was discussed in the House for less than 14 minutes. Congress is frequently criticized for its policies of rapid and extravagant spending. The action on this bill sets a record for voting tax cuts. On this bill we reduced taxes for business at the rate of \$12,850,000 per minute for an annual total of \$180 million.

I am not convinced that our action on this bill was either deliberate or wise.

Mr. MILLS. Mr. Chairman, permit me to inquire of the gentleman from Tennessee [Mr. BAKER] if he has any further requests for time.

Mr. BAKER. We do not have any further requests.

Mr. MILLS. We have no further requests on this side, Mr. Chairman.

The CHAIRMAN. Under the rule the bill is considered as having been read for amendment.

H.R. 4655

A bill to amend title IX of the Social Security Act with respect to the amount authorized to be made available to the States out of the employment security administration account for certain administrative expenses, to reduce the rate of the Federal unemployment tax for the calendar year 1963, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 901(c) of the Social Security Act (42 U.S.C., sec. 1101(c)) is amended—

(1) by striking out "June 30, 1961," at the beginning of paragraph (1) and inserting in lieu thereof "June 30, 1964,";

(2) by striking out "(not in excess of \$350,000,000 for any fiscal year)" in paragraph (1)(A) and inserting in lieu thereof "(not in excess of the limit provided by paragraph (3))"; and

(3) by adding at the end thereof the following new paragraph:

"(3) For purposes of paragraph (1)(A), the limitation on the amount authorized to be made available for any fiscal year is—

"(A) in the case of the fiscal year ending June 30, 1964, an amount equal to 95 percent of the amount estimated by the Secretary of the Treasury as the net receipts during such fiscal year under the Federal Unemployment Tax Act, and

"(B) in the case of any fiscal year thereafter, an amount equal to 95 percent of the amount estimated and set forth in the Budget of the United States Government for such fiscal year as the net receipts during such year under the Federal Unemployment Tax Act.

Each estimate of net receipts under this paragraph shall be based on a tax rate of 0.4 percent. The Secretary of the Treasury shall report his estimate under subparagraph (A) to the Congress within 30 days after the date of the enactment of this paragraph. Such report shall be printed as a House document."

SEC. 2. (a) Section 3301 of the Internal Revenue Code of 1954 (relating to rate of Federal unemployment tax) is amended by striking out the last sentence and inserting in lieu thereof the following new sentences: "In the case of wages paid during the calendar year 1962, the rate of such tax shall be 3.5 percent in lieu of 3.1 percent. In the case of wages paid during the calendar year 1963, the rate of such tax shall be 3.35 percent in lieu of 3.1 percent."

(b) Section 3302(d)(1) of such Code (relating to definitions and special rules) is amended to read as follows:

"(1) RATE OF TAX DEEMED TO BE 3 PERCENT.—In applying subsection (c), the tax imposed by section 3301 shall be computed at the rate of 3 percent in lieu of the rate provided by such section."

(c) Section 905(b) of the Social Security Act (42 U.S.C. sec. 1105(b)) is amended by striking out "50 percent of the amount" and inserting in lieu thereof "50 percent (with respect to the calendar year 1963), or 5/13 (with respect to the calendar year 1964), of the amount".

SEC. 3. Section 903(c)(2) of the Social Security Act (52 U.S.C., sec. 1103(c)(2)) is amended

(1) by striking out "four preceding fiscal years," in subparagraph (D) of the first sentence and inserting in lieu thereof "nine preceding fiscal years,";

(2) by striking out "such five fiscal years," in subparagraph (D) of the first sentence and inserting in lieu thereof "such ten fiscal years,"; and

(3) by striking out "fourth preceding fiscal year" in the second sentence and inserting in lieu thereof "ninth preceding fiscal year".

The CHAIRMAN. No amendments are in order to the bill except amendments offered by direction of the Committee on Ways and Means.

The Clerk will report the committee amendments.

The Clerk read as follows:

Page 3, line 25, strike out "years," and insert: "years".

Page 4, line 2, strike out "years," and insert: "years".

The committee amendments were agreed to.

The CHAIRMAN. Are there any further committee amendments?

Mr. MILLS. There are no further committee amendments, Mr. Chairman.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly, the Committee rose; and the Speaker, having resumed the chair, Mr. ZABLOCKI, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 4655) to amend title IX of the Social Security Act with respect to the amount authorized to be made available to the States out of the employment security administration account for certain administrative expenses, to reduce the rate of the Federal unemployment tax for the calendar year of 1963, and for other purposes, pursuant to House Resolution 326, he reported the bill back to the House with sundry amendments adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

Is a separate vote demanded on any amendment? If not, the Chair will put them en gros.

The amendments were agreed to.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time and was read the third time.

The SPEAKER. The question is on passage of the bill.

The bill was passed.

A motion to reconsider was laid on the table.

PROGRAMS RELATING TO OUTDOOR RECREATION

Mr. O'BRIEN of New York. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill—H.R. 1762—to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

The SPEAKER. The question is on the motion offered by the gentleman from New York.

The motion was agreed to.

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 1762, with Mr. SLACK in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

The CHAIRMAN. Under the rule, the gentleman from New York [Mr. O'BRIEN] will be recognized for 30 minutes, and the gentleman from Pennsylvania [Mr. SAYLOR] will be recognized for 30 minutes.

The Chair recognizes the gentleman from New York.

Mr. O'BRIEN of New York. Mr. Chairman, I yield myself such time as I may consume.

(Mr. O'BRIEN of New York asked and was given permission to revise and extend his remarks.)

Mr. O'BRIEN of New York. Mr. Chairman, I want to lay the foundation for consideration of H.R. 1762 by setting out the background of the bill and indicating to you something of its importance.

This bill is an outgrowth of the work of the Outdoor Recreation Resources Review Commission, a body which, as the report of the Committee on Interior and Insular Affairs points out, was created by act of Congress. A number of distinguished Members of the House, past and present, served on the Commission and contributed strongly to its work. They were our colleagues, Congressmen Saylor, of Pennsylvania; Rivers, of Alaska; Kyl, of Iowa; Rhodes, of Arizona; Ullman, of Oregon; Collier, of Illinois, and Mrs. Pfost, of Idaho. I was not a member of the Commission, but I followed its work closely and was consulted from time to time by my colleagues in the House who served on it and by the Chairman of the Commission, Mr. Laurance Rockefeller, whose outstanding work in the field of conservation and recreation is well known to many of us.

One of the important recommendations of the Outdoor Recreation Resources Review Commission was that the Federal Government put its house in order. For many years the Congress has been authorizing and making appropriations for the establishment of recreation areas all over the United States. We have been doing so in connection

with our national forests. The National Park Service has many such areas under its jurisdiction; as recently as the 87th Congress we authorized three important new ones—the Cape Cod, Point Reyes, and Padre Island National Seashores. The open space program of the HHFA involves recreation for many people with federally assisted financing. Many of the great reservoirs created by the Corps of Engineers, the Bureau of Reclamation, and the Tennessee Valley Authority furnish opportunity for water-based recreation for the American people. The Bureau of Sports Fisheries in the Department of the Interior is another agency which is operating in this field.

Let me put the matter in another light. How many men and women do you suppose are employed by the Federal agencies who work full time or part time on recreation matters? The answer is that there is no fully reliable estimate on this subject, but Dr. Edward Crafts, head of the Bureau of Outdoor Recreation, has given me what he calls "a rough approximation." His data, admittedly incomplete, show nearly 10,000 in the National Park Service, about 5,600 in the Forest Service, 3,100 in the Bureau of Sports Fisheries and Wildlife, 1,900 in the Corps of Engineers, 1,300 in the Coast Guard, and so on and on, with an estimate for the entire Federal Establishment of well over 22,500.

Mr. Chairman, the work that we in Congress and in the agencies have been doing has been without benefit of any overall plan which shows us where we are, where we are going, or what our needs are. It has been done, too, without benefit of such knowledge on the part of Congress about what the States are doing, what local communities are doing, and what private interests are doing as it ought to have. I think I am correct in saying, in addition, that even our congressional committees—for these matters are handled by a number of different committees, depending on what agency is involved—have often had to act without benefit of knowledge of what other committees are doing and how their plans fit into the picture.

Creation by the President of a Cabinet-level Recreation Advisory Council and the setting up in the Department of the Interior of a Bureau of Outdoor Recreation were important steps toward correcting some of these deficiencies. The bill which we are now considering, with the amendments recommended by the Committee on Interior and Insular Affairs, will be another step in this direction.

I regard this bill as, among other things, a long-range money saver. We may be sure that, whatever else happens, there will be more and more need for outdoor recreation facilities by the American people. This is inevitable with our growing population and our people's increasing leisure time. We may be sure, also, that this need will reflect itself in legislative authorizations and administrative actions. If we do not have adequate machinery for sorting out the worthwhile proposals from those that are not so worthwhile, if we do not have adequate recommendations on which

Federal agency should undertake what and on which proposals should be left for State and local action, and if we do not have an overall plan by which to guide ourselves, we can spend an inordinate amount of money without its doing the good that it should. H.R. 1762 will itself cost money—in the neighborhood of \$2 million to \$2,500,000 a year—but it will be money well spent if, as I confidently believe, it will serve to coordinate efforts downtown and to add some degree or orderliness to Federal participation in a national recreation program.

As of a few days ago—April 15 to be precise—the Bureau of Outdoor Recreation, the agency which will administer the bill after it is enacted, had 74 professional employees in Washington and in its five field offices. Its Director tells me that he expects the number of professional employees to rise to perhaps 180 over the next 3 or 4 years and that he hopes to add another field office to those he already has.

I want to add parenthetically that it is well understood by all concerned that if the program threatens to overrun substantially the figures I have just given, its administrators will return to our committee for consultation before taking any further steps.

Coordinated field planning, of course, is not the sole purpose of the bill. In addition, H.R. 1762 is intended to equip the Secretary of the Interior with authority to furnish the States and local interests with technical assistance and advice in the field of outdoor recreation. The States are asking for this since, in spite of a total of over 210,000 paid recreation and park workers at the State, county, and city levels, the performance is uneven and planning work, except in a few outstanding States, is very spotty. Such Federal assistance as this bill contemplates will, we expect, spur the recipients to undertake recreational measures which will fit into the overall needs of the country and which, though they are too small and too numerous to warrant serious Federal consideration, might otherwise cry out for direct Federal action.

Let me say in closing a few additional words about this bill. First, I have heard the fear expressed that what will happen is that someone will dream up a gigantic nationwide detailed recreation plan and insist that everyone, from top to bottom—Federal, State, local, and even private—follow its every chapter and verse. Nothing could be further from the truth. The bill provides no such authority and, if it attempted to do so, could not possibly be enforced. Plans we must have if we are to proceed sensibly, but the plans, as I foresee them, will have to be fairly general and usually in the shape of guidelines rather than details. Above all, they will not be compulsory on anyone outside the Federal executive agencies.

Second, I have spoken about the Recreation Advisory Committee, which the President created by Executive order, and of the Bureau of Outdoor Recreation, which the Secretary of the Interior has set up in the Department of the Interior and to which he has assigned

certain planning functions which have heretofore been carried on by the National Park Service. Neither of these is mentioned in the bill as the Committee amended it. This omission is deliberate. We did not think it proper to create the impression, even by implication, that the Recreation Advisory Council is being frozen into position by legislation and that the President cannot change its composition or its duties if experience shows this to be desirable. Likewise, we thought it best, as far as the Bureau of Outdoor Recreation is concerned, to follow the Hoover Commissions' recommendations of some years ago that responsibility should be centered in the heads of the departments of the Government and that the distribution of this authority to subordinates should be left to the discretion of the head of the department concerned. I have great confidence in the good judgment and administrative ability of Dr. Edward Crafts who, as I have already said, is the present head of the Bureau of Outdoor Recreation, and I am sure that Secretary Udall does, too. It is everyone's full expectation that the functions vested in the Secretary by this bill will be delegated by him in large measure to Dr. Crafts and his organization. But I think that all will agree that it will be better in the long run if we adhere to the Hoover Commission recommendations and leave room for desirable adjustments to be made administratively as experience is gained, subject of course to the usual right of congressional review.

Mr. Chairman, this is all that I have to say for the present. Our colleague, Congressman MORRIS, the able chairman of our Subcommittee on National Parks, will give you more details when he speaks. I urge the passage of H.R. 1762.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. O'BRIEN of New York. I yield to the gentleman.

Mr. GROSS. The report on page 4 states that coordination of recreation will be one of the major tasks of the Bureau of Outdoor Recreation for which authority is provided in H.R. 1762. I find no reference whatever in the bill to a Bureau of Outdoor Recreation. Is it in the bill or have I overlooked it?

The CHAIRMAN. The time of the gentleman from New York [Mr. O'BRIEN] has expired.

Mr. O'BRIEN of New York. Mr. Chairman, my time having expired, I yield 10 minutes to the gentleman from New Mexico [Mr. MORRIS].

The CHAIRMAN. The gentleman from New Mexico is recognized.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. MORRIS. I yield to my friend, the gentleman from Iowa.

Mr. GROSS. Did the gentleman from New Mexico hear the question I addressed to the gentleman from New York and can he provide me with any information with respect to that question?

Mr. MORRIS. Yes, I heard the gentleman's question. The Bureau is set up now by Executive. The bill which we have presented to the House will give the

statutory authority for this Bureau to the Secretary of the Interior.

Mr. GROSS. To do what? To give statutory authority to create the Bureau or what?

Mr. MORRIS. The authority will be vested in the Secretary instead of in the Director of the Bureau.

Mr. HALEY. Mr. Chairman, will the gentleman yield?

Mr. MORRIS. I am glad to yield to my friend, the gentleman from Florida.

Mr. HALEY. As the gentleman well knows, in the committee we discussed the cost of this agency. I do not see any definite figures in the bill and it is pretty much of an open-end affair. However, in the report it says that by fiscal year 1964 there would be a request made for an appropriation of about \$2,460,000. I wonder if the chairman of the subcommittee would have any objection to an amendment at least to tie this down to some particular figure, let us say, \$2½ million.

Mr. MORRIS. I do not think I would have any objection. It is not the purpose to build up a large agency with this Bureau. I would not have any objection to an amendment limiting the appropriations to \$2½ million. There was only appropriated at this time \$1.6 million approximately.

Mr. HALEY. I realize that, but I think in the bill we should have some figure. Let us not just turn them loose. If they need more, they can come back and we will consider it. I think there should be a ceiling on this.

Mr. MORRIS. The gentleman may offer that amendment at the appropriate time.

(Mr. MORRIS asked and was given permission to revise and extend his remarks.)

Mr. MORRIS. Mr. Chairman, the years following World War II contained surprises for many of us. On both economic and political fronts the experts and prophets were often wrong. One of the most astounding domestic developments was the great upsurge in demand for outdoor recreation. Even yet we are not sure of all the reasons why or how high it will carry. The new demand was so amazing that it caught the official agencies more or less flatfooted. The outdoor recreation facilities just were not adequate and existing facilities deteriorated under overuse. As might be expected of competent, dedicated administrators and technicians, they attempted to step up their programs on a planned basis. The National Park Service came forward with Mission 1966 and from the Forest Service we were presented with Operations Outdoors, and the multiple-use aspects of forest areas were reemphasized. Several of the States did a good job of expanding their activities and facilities in outdoor recreation, as did several other Federal Government agencies. But there just was not enough resources to meet the demand.

It became increasingly clear that we had no overall plan or program as to how our rich, prosperous, and progressive Nation proposed to meet this avalanching demand for outdoors. Indeed we had no adequately comprehensive sur-

vey of our recreation resources, the existing recreation industry, nor of the probable demand in years to come—demands for which we and our children are responsible.

To fill some of those enormous gaps, to provide a basis for necessary next steps, the 85th Congress passed legislation authorizing and creating a bipartisan Outdoor Recreation Resources Review Commission. The President approved that legislation on June 28, 1958—Public Law 85-470. Mr. Laurance S. Rockefeller served as Chairman of the Commission which included of four Members of the U.S. Senate, four of our colleagues in the House of Representatives, and six Presidential Commissioners. The act provided also for an Advisory Council including Federal liaison members and other members who were distinguished in some aspect of this very broad field. A small but experienced staff was directed by Francis W. Sargent.

After 3 years of surveying many aspects of U.S. recreation needs and resources, the essence was presented in a report to the President and to the Congress in January 1962. That report of 246 pages was supported by nearly 30 study reports, many of which have since been published, amounting in all to many, many hundreds of pages. Many facts are presented, many aspects are dealt with. Needless to say, the work of the Commission, its report, and its numerous study reports are monuments in a previously inadequately surveyed area of our national life. I mention all of this because such recent history is basic to a full understanding of why we are considering H.R. 1762.

A major recommendation of the Commission was that a Bureau of Outdoor Recreation should be established in the Department of the Interior to have overall responsibility for leadership of a nationwide effort by coordinating the various Federal programs and assisting other levels of Government to meet the demands for outdoor recreation—"Outdoor Recreation for America," a report to the President and to the Congress by the Outdoor Recreation Resources Review Commission, January 1962, Washington.

On April 2, 1962, a Bureau of Outdoor Recreation was established in the Department of the Interior, under the authority of Reorganization Act No. 3 of 1950. Several functions relating to general park, parkway, and recreational area planning and cooperation with the States and other agencies are being carried out through this Bureau. It also serves as a secretariat, in a staff capacity to the Recreation Advisory Council, which was established by Executive order in April 1962. The purpose of H.R. 1762 is to provide a more appropriate administrative basis for the activities of that Bureau, to serve, so to speak, as the organic act for the Bureau of Outdoor Recreation.

In essence, H.R. 1762 would provide for coordination of programs and recreation land planning among more than 20 Federal agencies and numerous State agencies, in the formulation of a com-

prehensive nationwide outdoor recreation plan.

Under this bill, if enacted, the Bureau would develop some of the needed basic foundation work on outdoor recreation. Such inventory, classification, planning, and cooperation is considered to be a necessary prerequisite to an effective sound action program which should soon follow. As such it deserves our full support.

I might say that the committee spent several days of hearings on this bill. As I recollect, there was no substantial opposition in the committee.

Mr. McFALL. Mr. Chairman, will the gentleman yield for a question?

Mr. MORRIS. I yield.

Mr. McFALL. I would like to clarify one question for the record. In the committee amendment adding section 3 to the bill is a provision that the heads of Federal departments and independent agencies shall carry out their responsibilities in general conformance with the nationwide plan provided for in section 2(c) of the bill. Am I correct in my understanding that this provision would not override other provisions of law under which the heads of Federal departments carry out their responsibilities?

For example, the multiple-use Sustained Yield Act of June 12, 1960, directs the Secretary of Agriculture to administer the national forests under principles of multiple use and sustained yield. Thus, any action to be taken by the Secretary of Agriculture in general conformance with the nationwide plan to be developed by the Bureau of Outdoor Recreation under section 2(c) would be consistent with the responsibility of the Secretary of Agriculture to administer the national forests under multiple-use and sustained-yield principles.

Mr. MORRIS. The gentleman is exactly right.

Mr. McFALL. I thank the gentleman.

Mr. SAYLOR. Mr. Chairman, I yield myself such time as I might require.

(Mr. SAYLOR asked and was given permission to revise and extend his remarks.)

Mr. SAYLOR. Mr. Chairman, this bill is the culmination of 5 years of hard work.

In 1958 the Congress authorized the Outdoor Recreation Resources Review Commission, composed of four Members of the House, four Members of the Senate, and seven citizens appointed by the President.

I was privileged to be one of the members appointed by the House, and I served throughout the entire time that the Outdoor Recreation Resources Review Commission was in existence.

Parenthetically, I might say it was one of the few Federal agencies created by Congress with a time limit and a financial limit. It completed its work within the time prescribed, and turned back some of the money appropriated by the Congress for the fulfillment of its duties. If the Appropriations Committee in the supplemental appropriation bill for 1959, the deficiency appropriation bill for fiscal 1959, had included the money that the Outdoor Recreation Resources Review Commission asked to enable it

to get underway, we would have been able to save probably a quarter of a million dollars more.

One of the recommendations of this Commission was that there be created in the Department of the Interior the Office of Director of Outdoor Recreation, and to give him complete jurisdiction over the recreational facilities of all agencies of the Government. That is just what this bill does.

There was some question in the minds of a few people as to whether the bill as originally drafted by the Department of the Interior was broad enough to require the other agencies of Government, which are referred to in our report, to confer with and be bound by a nationwide plan for recreation. In light of the question that was raised, members of the House Committee on Interior and Insular Affairs requested the Secretary of the Interior and the Secretary of Agriculture to get together and to determine whether or not they could agree upon language which would make sure that the Director of Outdoor Recreation would have the overall planning authority, and that all agencies of Government must clear through him.

Section 3 of the bill as it appears on pages 4 and 5 of H.R. 1762 contains that language, and I am sure that it is the intention of the members of the committee that the Director of Outdoor Recreation shall have charge of formulating a nationwide plan and that all of the agencies of Government that have any facets of recreation under their jurisdiction should confer with and have their plans fit into the nationwide plan called for in this act. I feel that this bill is a good bill after the committee amendments will have been approved, and I certainly hope that the final report of the Outdoor Recreation Resources Commission will be fully implemented by the action of the President in creating in the Department of the Interior the Bureau of Outdoor Recreation and by Congress in this bill of creating a Director of Outdoor Recreation.

Mr. ROGERS of Colorado. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I will be happy to yield to my colleague from Colorado.

Mr. ROGERS of Colorado. As has been previously indicated, you were a member of this group that made the study, which is known as the Rockefeller report.

Mr. SAYLOR. The Outdoor Recreation Resources Review Report.

Mr. ROGERS of Colorado. You stated that the jurisdiction of this agency that is to be created would coordinate the Department of the Interior plus that of the Department of Agriculture which dealt with outdoor recreation or recreation. Is that what the main objective of this bill is?

Mr. SAYLOR. No. One of the main objectives of this bill is to give congressional recognition to the Office of Director of Outdoor Recreation.

Mr. ROGERS of Colorado. What I am trying to ascertain, having established the Office of Director of Outdoor Recreation as this bill would do, what is his jurisdiction? I understood you to say it

was to coordinate the administrative agencies in the Department of Agriculture and the Department of the Interior which dealt with outdoor recreation. Now, is that what is intended by section 3 of this bill?

Mr. SAYLOR. If you read section 3, it says that:

In order further to carry out the policy declared in section 1 of this Act, the heads of Federal departments and independent agencies having administrative responsibility over activities or resources the conduct or use of which is pertinent to fulfillment of that policy shall, either individually or as a group, (a) consult with and be consulted by the Secretary from time to time both with respect to their conduct of those activities and their use of those resources and with respect to the activities which the Secretary of the Interior carries on under authority of this Act which are pertinent to their work, and (b) carry out such responsibilities in general conformance with the nationwide plan authorized under section 2(c) of this Act.

Mr. ROGERS of Colorado. I thank the gentleman.

Mr. SAYLOR. The Secretary of Agriculture has agreed to this, and it is my understanding that the Secretary of the Interior has conferred with the other agencies of Government and they have all agreed to this overall supervision.

Mr. OLIVER P. BOLTON. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I will be happy to yield to my colleague, the gentleman from Ohio.

Mr. OLIVER P. BOLTON. Following the gentleman's point, the basic purpose behind the act is to provide the coordinating of the various agencies within Government that are dealing with outdoor recreation; is that not true?

Mr. SAYLOR. That is correct.

Mr. OLIVER P. BOLTON. And there are about 18 such agencies; is that not true?

Mr. SAYLOR. That is correct.

Mr. OLIVER P. BOLTON. But this bill does not carry any further authorization for the expenditure of any further sums; is that correct?

Mr. SAYLOR. That is also correct.

Mr. OLIVER P. BOLTON. Would the gentleman care to express an opinion as to whether because of the passage of this bill further funds will be requested by the Secretary of the Interior?

Mr. SAYLOR. No, but I will comment that I think in the report we have stated that we expect the overall annual cost of this Department to be about \$2.46 million. It is my understanding that the gentleman from Florida [Mr. HALEY] at the proper time will offer an amendment fixing the limitation of this bureau at \$2.5 million, and if at any time more money is needed the Secretary will have to come back to the Congress for further authorization.

Mr. OLIVER P. BOLTON. If my memory serves me correctly, we had an appropriation bill up here earlier and this Department was mentioned within it, and it was stated that the creation of this Department, because of the coordination and, therefore, the reduction of the duplication of effort within the

agency, it would in effect save the Government money as contrasted to costing us more money; is that correct?

Mr. SAYLOR. I think that if this bill, with the amendment which has been agreed to by the executive agencies of the Government, is passed, it will get rid of a great deal of duplication and save the taxpayers money.

Mr. OLIVER P. BOLTON. If that is true, is there any need for any further additional money? If you have 18 agencies, with the cost of the programs going on within them, and if the creation of this Department will in effect save money, is there any need for any authorization for any funds in this bill?

Mr. SAYLOR. The only reason for the authorization of funds is to make sure that this Bureau of Outdoor Recreation has funds with which to do its job. After this bill is passed it then becomes incumbent upon the Appropriations Committee of the House of Representatives and of the Senate to take a careful look at the other 18 agencies of Government to determine what portion of their funds should be cut as a result of the work being done following the passage of this bill.

Mr. OLIVER P. BOLTON. Therefore, it is the gentleman's feeling that this is one time that the matter should be passed on to the Appropriations Committee, because of the number of agencies involved?

Mr. SAYLOR. That is correct.

Mr. JONES of Missouri. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from Missouri.

Mr. JONES of Missouri. Following up further the interrogation of the gentleman from Ohio [Mr. OLIVER P. BOLTON] it seems to me what you are doing here is turning over to the Secretary of the Interior the responsibility for the spending of all this money, rather than providing for it to be expended by these several different agencies that are mentioned; is that correct?

Mr. SAYLOR. No, that is not correct. The only thing we are doing in this bill is requiring the other agencies to confer with the Secretary of the Interior so that there is no duplication of effort.

Now, we have found in the hearings before our committee that there is duplication in the other agencies for the basic reason that there is no overall planning. As the result of the passage of this bill there will be a plan and all agencies of the Government will be included in it.

Mr. JONES of Missouri. If the gentleman will yield further, as I read the bill—and I have read it a couple of times since I have been on the floor here—the only authority that is extended under this bill goes to the Secretary of the Interior. When one refers back here to section 3 that the gentleman just read, you say to carry out the responsibilities and the general conformance with the nationwide plan authorized under section 2(c) of this act. All of that authority is given to the Secretary of the Interior. So it seems to me what you are doing here is this: You are giving him, to one man, the authority to determine what everybody else does.

Mr. SAYLOR. What we are giving to the Secretary of the Interior is the overall jurisdiction in the field of recreation. Under the department created by this act all, and I impress upon each and every one of the members of this committee, all final jurisdiction in the Bureau of Recreation is hereby vested in the Director of the Bureau of Recreation and that all agencies of the Government must clear through him.

Mr. JONES of Missouri. You are also providing here that he has to confer with others, but there is no obligation for him to be influenced by or to carry out any recommendations of these other agencies that are now performing these services.

Mr. SAYLOR. The executive agencies of the Government agreed to this language. The Executive order which created the Bureau placed it in the Department of Interior and gave the Secretary of the Interior the overall jurisdiction.

Mr. JONES of Missouri. Will the gentleman yield for a further question?

Mr. SAYLOR. Yes, sir.

Mr. JONES of Missouri. The gentleman says that by Executive order this Bureau was created. Why did we not create the Bureau through legislation rather than by Executive order?

Mr. SAYLOR. The gentleman will have to ask President Kennedy why he chose the method he did. I do not know. But President Kennedy, following the report of the Outdoor Recreation Resources Review Commission, and he by Executive order created a Bureau of Outdoor Recreation in the Department of the Interior.

Mr. JONES of Missouri. If the gentleman will yield further, permit me to ask the gentleman this question: Does the Congress have the authority to create these Bureaus and to set up all of what the Bureau shall do?

In fact, it does not seem to me to be a Bureau. It seems to me that the Secretary of the Interior is going to do everything that is provided for in this bill; is that not correct?

Mr. SAYLOR. No, the Secretary of the Interior is not going to do so. In other words, Congress frowns upon independent agencies. The only way that the Outdoor Recreation Resources Review Commission felt that this could be properly handled was to make sure it was placed in a department. The Department of the Interior was chosen as the proper department. This is the third such agency which was actually created by Congress in the Department of the Interior.

Mr. MEADER. Mr. Chairman, will the gentleman yield for a question?

Mr. SAYLOR. I yield.

Mr. MEADER. Mr. Chairman, I call attention to section 1 and observe that the language is extremely broad. I want to draw the attention of the gentleman to the two lines at the bottom, and these are the objectives of the legislation, "that prompt and coordinated action is required by all levels of Government and by private interests on a nationwide basis."

My question of the gentleman is this. Does that language, in the gentleman's

judgment, when coupled with other phraseology in the bill, vest in the Secretary of the Interior any more authority over State programs than he now has? In other words, after this bill is passed, with this general language could Secretary Udall tell the Huron-Clinton Metropolitan Authority in my State what they should do with regard to their own funds for recreation-conservation purposes?

Mr. SAYLOR. It does not. The language in section 1 is made necessary because the committee found that there is a great deal of duplication at the Federal level, at the State level, and at the local level, as well as in the private sector. What we are trying to do is to make sure that where a State or a local area or the private sector is doing a job, that there will be no duplication by the Federal Government.

Mr. MEADER. But there would be no additional authority or power through this legislation, if we could in fact constitutionally give it, over State programs, than there is now before the bill becomes law?

Mr. SAYLOR. No. I might say that a group from the State of Michigan came before our committee with the Outdoor Resources Review Commission and requested that the States and the local municipalities be included in the overall plan.

Mr. MEADER. I thank the gentleman.

Mr. ROGERS of Colorado. Mr. Chairman, will the gentleman yield further?

Mr. SAYLOR. I yield.

Mr. ROGERS of Colorado. In response to the gentleman from Michigan, the gentleman from Pennsylvania stated positively that this group would have nothing whatsoever to do with the Recreation Division of the State of Michigan or the parks therein; is that correct?

Mr. SAYLOR. In the sense that they cannot tell them what to do, that is correct. They requested, and the State of Colorado is another State which has requested of the Outdoor Recreation Resources Review Commission, that the State plan be included in any national plan, but that the functions which the State is now performing will continue to be performed by, and that the State may not be interfered with in any way by this program.

Mr. ROGERS of Colorado. The State of Colorado asked that they be included in the national plan. One of the eighteen agencies or several of the eighteen agencies have operations within the State of Colorado. Should it develop that the agency make certain recommendations as provided in this bill, is there any obligation on the State of Colorado because of the recommendations thus made that they should carry those recommendations out?

Mr. SAYLOR. Not as far as the State is concerned.

Mr. ROGERS of Colorado. What about the Federal Government?

Mr. SAYLOR. As far as the Federal Government is concerned, I think there is, all agencies of the Federal Govern-

ment will have to cooperate with the States and the local governments.

Mr. ROGERS of Colorado. Do you mean to say that Fish and Wildlife or Geological Survey, or the Bureau of Land Management, should have one program, and they have their statutory provisions outlined, and they are carrying out their duties and responsibilities, but this agency we are today creating should be in a position to say to them how they should administer their division?

Mr. SAYLOR. No, nowhere in this bill, but the four agencies the gentleman referred to are also under the Secretary of the Interior and they are going off in different directions. This is what we are trying to get them to do in this bill: To take all their programs and to make sure that they do not waste money as we have found they are doing in many, many instances.

Mr. ROGERS of Colorado. If the Bureau of Land Management, as an example, and Fish and Wildlife disagree as to the proper use that should be made of a tract of land in the State of Colorado, as an example, what would happen?

Mr. SAYLOR. I do not see, very frankly, how that can happen, because if the Bureau of Land Management has jurisdiction Fish and Wildlife as an agency of the Department of the Interior has no jurisdiction.

Mr. ROGERS of Colorado. I am glad to hear that, because I have that problem.

Mr. O'BRIEN of New York. Mr. Chairman, we have no further requests for time.

Mr. SAYLOR. Mr. Chairman, I yield 5 minutes to the gentleman from Iowa [Mr. KYL].

(Mr. KYL asked and was given permission to revise and extend his remarks.)

Mr. KYL. Mr. Chairman, I asked for this time simply to try to answer some of the questions which have been raised. This is a good bill. It is a bill which can stand sunlight. I hope we have an opportunity to get answers to your questions, because I think once you know exactly what is in the bill you will like it.

If we go back to the beginning of this Outdoor Recreation Bureau, we find this step-by-step process. The Congress of the United States authorized an Outdoor Recreation Resources Review Commission study on the recreational needs of the country to the years 1975 and to 2000. This was a congressional act. The report was made by that Commission to the Congress and to the President. There were many recommendations. Subsequently the President set up a Bureau of Outdoor Recreation and as a sort of a supervisory agency for that Bureau of Outdoor Recreation created an Advisory Council. This, as matters worked out, proved to be a rather unworkable proposition because we have several Cabinet heads working together to try to coordinate a program. There was always a question of who will be Chairman this year, who will be Chairman next year, and who has the real responsibility. Who is "boss" of the Bureau and its Director.

So the Committee on Interior and Insular Affairs of the House in its wisdom amended the bill, as you will note in a few minutes, to take out the language concerning this Advisory Council and to fix the responsibility for the action with the Secretary of the Interior. This is exactly as you would want it, because you want to know where the responsibility is lodged in any of these bureaus. Furthermore, I think you would want this responsibility fixed so that you know the Secretary of the Interior is responsible for what goes on in his Department. The procedure here is not unusual. As a matter of fact, there is only one Bureau within the Department of the Interior which has an actually named legislative existence—the Bureau of Sport Fisheries and Wildlife. The Bureau of Reclamation does not have any such legislative name.

Mr. MORRIS. Mr. Chairman, will the gentleman yield?

Mr. KYL. I yield to the gentleman.

Mr. MORRIS. There is one other agency that I think the gentleman overlooked and might mention and that is coal research.

Mr. KYL. The Office of Coal Research is the second one—yes, that is right. But, the Bureau of Land Management is not so named specifically in legislative action. Even the Reclamation Bureau which has many matters in the State of the gentleman from Colorado is not mentioned.

Mr. ROGERS of Colorado. Mr. Chairman, will the gentleman yield?

Mr. KYL. I am happy to yield to the gentleman.

Mr. ROGERS of Colorado. I believe you stated that the Bureau of Land Management has no control over any recreational matters.

Mr. KYL. No, no; that was not the statement at all. The gentleman, apparently, misunderstood. This is what we are delineating now. The gentleman from Iowa asked why we do not name the Bureau of Recreation in this bill. The Bureau of Land Management was not named in such a bill. The Bureau of Reclamation was not named. The responsibility for an activity was given to the Secretary of the Interior. The legislation provided for certain actions just as this bill provides for actions and the Secretary is then responsible for setting up the bureau or the department within his agency to carry out this purpose.

Mr. ROGERS of Colorado. Mr. Chairman, will the gentleman yield further for a specific illustration?

Mr. KYL. I yield to the gentleman.

Mr. ROGERS of Colorado. The Fish and Wildlife have a certain duty and responsibility on the public lands.

Mr. KYL. That is correct.

Mr. ROGERS of Colorado. And we have heretofore passed what we call a coordinating act which also requires the State fish and game commission to agree with the Fish and Wildlife people as to certain recreational features and the Bureau of Land Management has to grant rights-of-ways for ditches and whatnot and conveyance of water and

so forth. Do I understand by this piece of legislation you are creating a commission which will say to the director of the fish and wildlife of my State and the Fish and Wildlife of the Federal Government how these questions shall be resolved.

Mr. KYL. Let me allay the gentleman's fears right there. Permit me to continue because I have just a few moments left and I want to answer the gentleman's question. There is absolutely nothing in this bill which changes any Federal-State relationship or responsibility. As a matter of fact, the basic reason that I like this legislation is that it returns to the States and to the local governments the responsibility for providing outdoor recreation, with some assistance in coordination and planning and so on from the Federal Government. This assistance is available only if the local governments ask for it.

The CHAIRMAN. The time of the gentleman has expired.

Mr. SAYLOR. Mr. Chairman, I yield the balance of my time to the gentleman from Iowa.

The CHAIRMAN. The gentleman from Iowa [Mr. KYL] is recognized for 4 additional minutes.

Mr. ROGERS of Colorado. Mr. Chairman, will the gentleman yield?

Mr. KYL. I yield to the gentleman.

Mr. ROGERS of Colorado. We have these departments that are now created with certain duties and responsibilities. One of them I mentioned a moment ago was the Fish and Wildlife. Another is the authority that we place with the State directors and the fish and game departments of the respective States. Before you can get rights-of-way over the lands under the control of the Bureau of Land Management, you must have the permission and coordination of those two bodies or you do not get it. What I want to know is—if this legislation is approved, will the administrator or coordinator be in a position to step in and say to the fish and game director of the State of Colorado and the Fish and Wildlife of the Federal Government, this shall be settled in this manner and the rights-of-way granted. Does he have any such authority?

Mr. KYL. I will answer the gentleman's question as directly as I can. There is nothing in this bill which will change that relationship whatsoever. If the gentleman desires such legislation and introduces it, I am sure the Committee on Interior and Insular Affairs will give it consideration. This bill does not do anything of that sort. Let me give you a few illustrations in the last couple of minutes available here so that I may answer some other questions that have been put out.

We have one geographical situation which illustrates the purpose of this Bureau of Outdoor Recreation in its coordination efforts. We have legislative proposals to create what is known as the Lewis and Clark Trail which starts in St. Louis, Mo., and goes to Oregon. The Corps of Army Engineers at the present

time controls all this trail along the Missouri in South Dakota and all but 125 miles in North Dakota. The Bureau of Sport Fisheries and Wildlife has many miles of land involved on this same stream. The National Park Service has some. The Bureau of Land Management has some unassigned land.

This Bureau or Department of Recreation can assist in coordinating the efforts so that the people get a maximum use from a coordinated program. The effort here is toward coordination; it is not for the establishment of any new authority either in the Department of the Interior or among the departments of Government. And it promotes coordination. It does not force it. It simply gives some legislative sanction to an Executive order and at the same time improves that Executive order by fixing the responsibility for the program. Instead of its being in the Secretary of Health, Education, and Welfare and the Secretary of the Interior and the Secretary of Agriculture, and so forth, it fixes the responsibility in the Secretary of the Interior, and then fixes that machinery so that these departments can work together in carrying out the recreational aspects of all the programs. That is the purpose of the bill.

Mr. Chairman, I yield back the balance of my time.

Mr. ALGER. Mr. Chairman, the Federal Government has no business in such wholesale activities in recreation. It does no good as I see it to say that we need a new Bureau for Recreation to coordinate present activities in 18 Federal agencies.

Admittedly overlapping and duplication are wrong, but I do not intend to approve such Government participation in recreation as this bill carries. This is a good example of Parkinson's first law that more and more Government and employees are needed to do less and less.

The seven reasons for this legislation as outlined on pages 4 or 5 of the report effectively inject the Government into areas where Government has no place being. Such activities are not constitutional. The Government has no constitutional right to encourage and promote recreational activities, individually or collectively. Swimming, skiing, fishing, golfing, are all fine recreations, and I enjoy them. Some do; some do not. But it isn't a matter of Federal subsidy. It does not follow that money should be taken in taxes to subsidize these and other recreations.

The Government has no business in assessing or specifying or promoting or encouraging needs and demands of people in recreation. Nor do we need more Federal educational programs, as specified in the bill, to teach and encourage certain recreational programs at the expense of the taxpayer.

The answer is not to coordinate and expand Government recreational activities. The answer is to get the Government gradually out of this field so far as possible. I refuse to approve such use of the taxpayers' money.

It is still appropriate in this new program costing \$2,460,000 as a starter to ask who is going to pay for it? We are deficit financing.

Let us examine to see how many of the 18 existing agencies' activities in recreation we can limit. Let us not expand Government, adding another Bureau, calling it less Government participation in our lives.

It is high time that we start reducing Federal Government's intrusion into recreation. People know how to provide their own recreation nor should they be forced to support through their taxes, other peoples' recreational activities.

The CHAIRMAN. The time of the gentleman from Iowa has expired.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Congress finds and declares that the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable for the physical, spiritual, cultural, recreational, and scientific benefits which such resources provide, and that prompt and coordinated action is required by all levels of government and by private interests on a nationwide basis to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.

The CHAIRMAN. The Clerk will report the first committee amendment.

The Clerk read as follows:

Page 1, line 7, strike out the word "desirable," and insert in lieu thereof: "desirable for the physical, spiritual, cultural, recreational and scientific benefits which such resources provide,".

The committee amendment was agreed to.

Mr. MEADER. Mr. Chairman, I move to strike out the last word.

(Mr. MEADER asked and was given permission to revise and extend his remarks.)

Mr. MEADER. Mr. Chairman, I should like the attention of the gentleman from New York [Mr. O'BRIEN] in charge of the legislation on the majority side, and I should like to ask whether or not the gentleman heard the colloquy between myself and the ranking minority member of the committee, the gentleman from Pennsylvania [Mr. SAYLOR]?

Mr. O'BRIEN of New York. If the gentleman will yield, I regret to say that I did not.

Mr. MEADER. I wanted to ask the gentleman from New York essentially the same questions I asked the gentleman from Pennsylvania, and I call attention to lines 9 and 10 on page 1 of the bill: "and that prompt and coordinated action is required by all levels of government and by private interests on a nationwide basis to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people."

I asked this question of the gentleman from Pennsylvania, and I would like to ask the same question of the gentleman from New York. Does the gentleman believe that this gives additional authority to the Secretary of the Interior that he does not possess under existing law to

direct or order State recreation programs?

Mr. O'BRIEN of New York. My answer to that would be unequivocally "No." My understanding is that this provides for coordinated authority over Federal Government activity in these programs.

Mr. MEADER. If we could constitutionally do so, this legislation does not vest any additional authority in the Federal Government or the Secretary of the Interior over State recreation programs or State departments concerned with recreation activities.

Mr. O'BRIEN of New York. The gentleman is correct.

Mr. KYL. Mr. Chairman, will the gentleman yield?

Mr. MEADER. I yield.

Mr. KYL. This is a declaratory section and it simply sets forth the idea that the time is getting rather late to acquire land for park and recreational purposes after commercial and residential interests have encroached upon areas desired for recreational purposes.

Mr. MEADER. It does not vest any additional authority in the Federal Government to plan State programs or encroach upon State authority?

Mr. KYL. Not at all.

Mr. GRIFFIN. Mr. Chairman, will the gentleman yield?

Mr. MEADER. I yield.

Mr. GRIFFIN. I want to commend my colleague from Michigan for calling this to our attention. The language is very broad and vague:

That the Congress finds and declares that the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable for the physical, spiritual, cultural, recreational, and scientific benefits which such resources provide—

And so forth. If that is only a declaration of policy, perhaps it may not be so meaningful. But it is very broad, vague, and general.

I call your attention to section 2, on page 2 of the bill which reads that:

In order to carry out the purposes of this Act, the Secretary of the Interior is authorized.

And so forth. Then, the bill continues to itemize the various functions which the Secretary is authorized to perform in order to carry out the purposes of the bill.

My question would be: What are the purposes of the bill? Is the policy statement both a policy statement and a statement of the purpose of the bill? If it represents the purpose of the bill, then it is a mighty broad purpose which is almost without limit.

Mr. KYL. Mr. Chairman, will the gentleman yield?

Mr. MEADER. I yield to the gentleman from Iowa.

Mr. KYL. I would answer that question with another question.

Would the gentleman from Michigan prefer that we say it is the specific purpose of the Federal Government to provide this recreation, or would he prefer that we say it is the duty of the Federal Government, the State government, the

county government, the municipal government, and the private interests of the country to do this job?

Mr. GRIFFIN. I would much prefer the recognition that the States, local and private interests do have a function to perform.

I do not think that answered the question.

Mr. KYL. I am surprised to find this objection.

Mr. GRIFFIN. I do not know that I object, but I am attempting to find out what the bill will do.

Mr. KYL. I like the language. I thought we were centralizing the authority back where it belongs, with individual citizens, with local governments, rather than the Federal Government.

Mr. GRIFFIN. This legislative history is helpful. However, I do not find much language in the bill to confirm the assurances which have been given.

Mr. KYL. The gentleman does not find too much language in the bill.

Mr. GROSS. Mr. Chairman, I move to strike the requisite number of words.

(Mr. GROSS asked and was given permission to revise and extend his remarks.)

Mr. GROSS. Mr. Chairman, I can agree that there should be coordination among the many agencies with recreation programs blossoming out all over the Government these days. There should be coordination, but with it I would like to see economy. I am disturbed by the language on page 4 of the bill:

Any department or agency furnishing advice or assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

This looks to me like a blank check authorization to any agency of Government presently engaged in some form of recreational programs to go ahead and spend money as it sees fit.

Mr. KYL. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I yield to the gentleman from Iowa. I hope the gentleman can shed some light on the meaning of these words.

Mr. KYL. These departments already do this.

Mr. GROSS. That does not necessarily make it right.

Mr. KYL. Allow me to give the gentleman the B section, and then you will understand that there is an economy involved here.

Suppose a question is asked of this Bureau of Outdoor Recreation by a State relative to management of forest resources for recreation. Naturally, the place for him to go is the Department of Agriculture, which has been engaged in this activity for a long time. Instead of saying that you have to conduct a new research program to study this, as we have done so frequently in the past, we say we do not want to spend additional money, we are going to the people who know how to do this, get their answer, and proceed without any expenditure. So there is an actual economy involved in this.

Mr. GROSS. I hope the gentleman is right, but I do not see it as related to

the language on page 4, where the bill validates the expenditure of money on the part of other agencies of Government.

Mr. KYL. In my way of looking at it, it prevents the matter of duplication, which is costly. Instead of saying, We want you to study this business of recreation and forest areas, we say, Go to the people who know and get their answer in much cheaper fashion and give it to these people.

Mr. GROSS. I say this language of the bill validates the spending of money on the part of other agencies for this purpose. As I understand it, the Department of the Interior in January of this year added another 2,000 employees to its payroll. A number of these employees, I understand, are allegedly for the purpose of administering recreational programs.

This is one more reason why there ought to be a cutback in employment and a cutback in spending on the part of other agencies if this legislation is adopted and administration centered in the Interior Department.

Incidentally, I was intrigued the other day to learn that the Secretary of the Interior awarded a contract to the Applied Psychology Corp. of Arlington, Va., a \$27,500 contract, to study whether campers in the national parks would rather camp on high ground or low ground; whether they saw too many bears in the national parks or too few bears. And, I wonder if someone could tell me why, with all of the park rangers, who see these tourists when they come into the parks, they could not find out whether they prefer to camp on high ground or low ground or whether they see too many or too few bears?

I would like some one to tell me if the House Interior Committee approved the hiring of a psychology corporation to answer questions of that kind.

Mr. MORRIS. Mr. Chairman, if the gentleman will yield, this was not brought officially to the Committee on Interior and Insular Affairs. This was a proposal by the National Park Service. I understand there was some objection raised to it, and they are not going to enter into such a contract.

Mr. GROSS. Well, I hope the gentleman is right. I am fearful, if we are going into the hiring this kind of service, that when we get the famous fish palace down at Haines Point, someone will be hiring a psychology outfit to find out whether the people saw enough fish or how the fish felt about the people looking at them. It just could be possible, too, you know, that the bears resent this business of spending \$27,500 for the hiring of psychologists to evaluate their attractiveness.

Mr. ROGERS of Colorado. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I take this time for the purpose of trying to clarify the real intent and purpose of the creation of this agency. We have been told under section 3:

In order to carry out the policy declared in section 1 of this Act.

And then in section 1 of the act:

The Congress finds and declares that the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable for the physical, spiritual, cultural, recreational, and scientific benefits which such resources provide.

Now, the reason I read that is that the first part of section 3 of this act refers to section 1, which I have just read, and then we say "the heads of Federal departments and independent agencies having administrative responsibility over activities or resources the conduct or use of which is pertinent to fulfillment of that policy shall."

Does that mean that every agency, be it the Department of the Interior or Agriculture or Labor that has charge of the physical, spiritual, cultural, recreational, and scientific benefits which such resources provide, or any agency of the Government that has control of any of these departments, then comes under section 1? Does anybody have an answer to that question?

Mr. O'BRIEN of New York. Mr. Chairman, if the gentleman will yield, in the very broad, somewhat vague and obvious declaration of policy we do refer specifically to outdoor recreation resources, and then we apply those physical, spiritual, cultural, recreational, and scientific benefits to people.

The committee felt that it was quite desirable that any agency of Government should consider the broad policy outlined in matters of outdoor recreation and that they should be compelled to consult with and be consulted by the Secretary in that particular area. It seems to me that is the only way we are going to get any kind of uniform plan. I think, too, that section (b) helps carry a great deal of additional weight.

Mr. ROGERS of Colorado. I thank the gentleman for answering my question. I would like to go further and state that these groups which are assigned this responsibility then under this act "shall consult with and be consulted by the Secretary from time to time both with respect to their conduct of those activities and their use of those resources and with respect to the activities which the Secretary of the Interior carries on under authority of this act which are pertinent to their work, and (b) carry out such responsibilities in general conformance with the nationwide plan authorized under section 2(c) of this act."

Now, my question is this: Under section 2(c) of the act it is a nationwide plan. Is that all about which they can confer with the Secretary, this nationwide plan?

Mr. O'BRIEN of New York. I would say under the language in the bill that they are required to confer with the Secretary in steps leading up to the formulation of the plan and then after the plan is agreed to they are required to act in conformance with the nationwide plan adopted.

Mr. ROGERS of Colorado. That leads to the next question, the nationwide plan

that will be adopted. Now, are we then obligated after these departments and everybody in the Government, including all of those in the Department of the Interior and others, if they should arrive at a nationwide plan and adopt it, then does that become a Federal plan to the point that it can and will be enforced throughout the United States without further action of Congress?

The CHAIRMAN. The time of the gentleman from Colorado has expired.

Mr. GRIFFIN. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GRIFFIN: On page 1, line 3, after the word "declares", strike out all that follows down through the word "basis" on page 2 in line 1, and insert in lieu thereof the following: "it is to be desirable that all American people of present and future generations be assured adequate outdoor recreation resources, and that it is desirable for all levels of government and private interests to take prompt and coordinated action to the extent practicable without diminishing or affecting their respective powers and functions".

Mr. GRIFFIN. Mr. Chairman, for the benefit of the committee I should like to read the section as it would read in full with the amendment I have offered:

Beginning on line 3, it would read that the Congress finds and declares it "to be desirable that all American people of present and future generations be assured adequate outdoor recreation resources and that it is desirable for all levels of government and private interests."

Mr. Chairman, I do not have the balance of the language at my desk. I ask unanimous consent that the Clerk be permitted to read from the amendment at that point.

The CHAIRMAN. Is there objection to the request of the gentleman from Michigan?

There was no objection.

The CHAIRMAN. The Clerk will again read from the amendment.

The Clerk read as follows: "to take prompt and coordinated action, to the extent practicable without diminishing or affecting their respective powers and functions"——

Mr. GRIFFIN. Then the language would continue to read: "to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people."

I offer this amendment because I think it correctly reflects the intent which has been indicated in the colloquy that preceded the offering of this amendment. In other words, there is no intent, as I understand it, to diminish, impair, or reduce State or local responsibility in this field. If that is the case I should think this amendment clarifies that intent.

Also, my amendment would shorten and take out some of the poetry in the so-called policy statement of the bill. The bill purports to require that all people shall have all of the quantity and quality of outdoor recreation resources that are necessary and desirable for their physical, spiritual, cultural, recrea-

tional, and scientific benefit. That is a mighty broad statement of policy. As I indicated before, section 2 would give the Secretary of the Interior a number of powers to carry out the purposes of the act. When reading section 2, it is well to ask: What are the purposes of the act? If what I have referred to in the policy statement also constitutes the purpose of the bill, then the purpose is so broad that the Secretary could do anything with those powers. Therefore I have tried to put the language in the bill which would be more reasonable.

Mr. O'BRIEN of New York. Mr. Chairman, will the gentleman yield to me?

Mr. GRIFFIN. I yield to the gentleman from New York.

Mr. O'BRIEN of New York. Mr. Chairman, I would like to say to the gentleman that I have no intention of quarreling over a handful of adjectives. I did think the language of the bill had a certain lilt, but I have no pride of authorship in the language. I am sure the language suggested by the gentleman from Michigan is very fine, too, and I should like to say that the committee would have no objection to it.

Mr. GRIFFIN. I thank the gentleman very much.

The CHAIRMAN. Without objection, the amendment offered by the gentleman from Michigan [Mr. GRIFFIN] is agreed to.

There was no objection.

The Clerk read as follows:

On page 2, line 4:

"SEC. 2. In order to carry out the purposes of this Act, the Secretary of the Interior is authorized, after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned, to perform the following functions and activities:

"(a) INVENTORY.—Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States, including, to the extent practicable, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

"(b) CLASSIFICATION.—Prepare a system for classification of outdoor recreation resources to assist in the effective and beneficial use and management of such resources.

"(c) NATIONWIDE PLAN.—Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States, and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and identify the desirable actions to be taken at each level of government and by private interests. The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

"(d) TECHNICAL ASSISTANCE.—Provide technical assistance and advice to and cooperate with States, political subdivisions, and nonprofit organizations with respect to outdoor recreation.

"(e) REGIONAL COOPERATION.—Encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

"(f) RESEARCH AND EDUCATION.—(1) Sponsor, engage in, and assist in research relating to outdoor recreation, directly or by contract or cooperative agreements, and make payments for such purposes without regard to the limitations of section 3648 of the Revised Statutes (31 U.S.C. 529) concerning advances of funds when he considers such action in the public interest, (2) undertake studies and assemble information concerning outdoor recreation, directly or by contract or cooperative agreement, and disseminate such information without regard to the provisions of section 321n, title 39, United States Code, and (3) cooperate with educational institutions and others in order to assist in establishing education programs and activities and to encourage public use and benefits from outdoor recreation.

"(g) INTERDEPARTMENTAL COOPERATION.—(1) Cooperate with and provide technical assistance to Federal departments and agencies and obtain from them information, data, reports, advice, and assistance that are needed and can reasonably be furnished in carrying out the purpose of this Act, and (2) promote coordination of Federal plans and activities generally relating to outdoor recreation. Any department or agency furnishing advice or assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

"(h) DONATIONS.—Accept and use donations of money, property, personal services, or facilities for the purpose of this Act."

The CHAIRMAN. The Clerk will report the committee amendments.

The Clerk read as follows:

Page 1, line 7, strike out the word "desirable," and insert in lieu thereof "desirable for the physical, spiritual, cultural, recreational and scientific benefits which such resources provide,".

Page 2, line 4, after the word "authorized" strike out ", after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned,".

Page 2, line 10, after the words "United States" change the comma to a period and strike out the remainder of the sentence.

Page 2, line 24, strike out "Identify the" and insert "recommend".

Page 3, line 10, strike out "nonprofit organizations" and insert "private interests, including nonprofit organizations,".

Page 3, line 24, strike out "section 321n," and insert "section 4154,".

The committee amendments were agreed to.

Mr. WESTLAND. Mr. Chairman, I have several amendments to section 2, which I ask be considered en bloc.

The CHAIRMAN. The Clerk will report the amendments:

The Clerk read as follows:

Amendments offered by Mr. WESTLAND: Page 2, lines 4 through 8, strike out all of section 2 and insert:

"SEC. 2. In order to carry out the purposes of this Act, there is hereby established in the executive branch of the Government an independent agency to be known as the United States Outdoor Recreation Agency. The Director of said Agency shall be appointed by the President with the advice and consent of the Senate and shall receive a salary of \$—— per annum. He shall:".

Page 3, line 2, after "The" strike out "Secretary" and insert "Director".

Page 3, line 7, strike out "Secretary" and insert "Director".

(Mr. WESTLAND asked and was given permission to revise and extend his remarks.)

Mr. WESTLAND. Mr. Chairman, the purpose of these amendments I have offered is to set up a Bureau of Outdoor Recreation. As has been commented several times here this afternoon by Members of the House, the gentleman from Iowa [Mr. Gross] and the gentleman from Missouri [Mr. Jones], for instance, they said:

I thought we were having a Bureau of Outdoor Recreation, but nowhere in the bill can you find that phrase, those words, actually setting up a Bureau of Outdoor Recreation.

What this bill as it is presently constituted does is give additional authority to the Secretary of the Interior. I am pretty sure the Secretary of the Interior is a busy man. He has a lot of bureaus under him. I think it might be imposing additionally upon his time to delegate all this additional authority of arranging for this outdoor recreation program.

It is also a fact that the report states that one of the major functions of the New Bureau of Outdoor Recreation is that of promoting the coordination of the activities of the various Federal agencies in this field.

In the words of the Commission, the role of the Bureau would be to review and coordinate diverse Federal efforts. The Commission also stated that the bureau's written comments could accompany plans of other agencies submitted to the executive office and to the Congress.

It is difficult for me to see how a bureau that is housed in a department could possibly make independent judgments, do independent coordinating with other agencies when the authorities are granted in this legislation run to the Secretary of that department rather than to the director of the bureau.

If these amendment that I am offering are accepted, then the authority will go to the Director of the Bureau and not to the Secretary of the Interior.

Mr. ROGERS of Colorado. Mr. Chairman, will the gentleman yield?

Mr. WESTLAND. I yield to the gentleman.

Mr. ROGERS of Colorado. Under your amendment, would the Director of the Bureau have the authority to coordinate in the same manner as has been discussed?

Mr. WESTLAND. He would, but he would be specifically designated in the legislation rather than the Secretary of the Interior.

Mr. ROGERS of Colorado. Would he have any authority whatsoever to say to the Fish and Wildlife or to the Federal Power Commission how they should resolve these areas as it relates to recreation?

Mr. WESTLAND. No, he would have no more authority than is granted to the Secretary of the Interior in this present legislation.

It is my belief in the exercise of his functions, the Director of the Bureau of Outdoor Recreation should be expected and permitted to operate independently of the Department in which the Bureau

is housed. The administration's report on the bill made it clear this type of action is contemplated whenever the Bureau is serving in a staff capacity to the recreation advisory council. But I do not think this is sufficiently broad. This independence should cover all functions of the bureau including program, budgetary and legislative review.

In the report of the Interior Committee of the other body, the quote is made that the independence of the Bureau, its actions and contacts, whenever it is serving in its capacity as staff or secretarial, is essential for the council to function properly and make effective use of the Bureau. In other words, this legislation, as it is presently before us, merely delegates additional authority to the Secretary of the Interior.

We have heard that there are some 18 to 20 agencies presently involved in outdoor recreation and you are setting up one coordinating agency, the Bureau of Outdoor Recreation. I think the legislation should read to that effect so this agency may operate independently and not be under the thumb of any department whether it is the Department of the Interior or the Department of Agriculture, GSA or any other department.

Mr. Chairman, I hope these amendments will carry.

Mr. MORRIS. Mr. Chairman, I rise in opposition to the amendment offered by the gentleman from Washington.

Mr. Chairman, I rise in opposition to the amendment offered by the gentleman from Washington for several reasons. There was a report issued several years ago by the Hoover Commission that strongly recommended that all authority and functions of the agencies be vested in the heads of departments.

The Outdoor Recreation Review Commission report on pages 121 and 122 recommends this authority be vested in the Secretary of the Interior.

There are several reasons for this. One is that most of the recreational activities of the Federal Government are centered in the Department of the Interior. There are other reasons that have an important bearing on this question of authority and that is the housekeeping activities. The Director will be able to draw on the housekeeping activities of the entire Department of the Interior, if the authority is vested in the Secretary.

General legislative history shows that the Congress has been reluctant to authorize independent agencies. The Secretary of the Interior is a Cabinet officer. If this authority were vested in an independent director there would be no Cabinet representation for this important Bureau, and I think it would severely handicap the ability of this Bureau to coordinate all the recreational activities of the Federal Government. It seems to me the authority must be vested in a Secretary. I strongly oppose the amendment offered by my good friend from Washington and hope the committee will defeat it.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. MORRIS. I yield.

Mr. GROSS. What role does the Bureau of Outdoor Recreation play in the scheme of things, if all authority is vested in the Secretary of the Interior?

Mr. MORRIS. They provide the technical staff and coordinate the activities.

Mr. GROSS. We really do not need a bureau, then; all the Secretary needs is more employees.

Mr. MORRIS. We do not think that he needs so many more employees; we think he needs an agency to coordinate activities that are already going on. We would be in a much better position to evaluate whether or not other employees were necessary if we had a coordinating agency which we are getting set up under this legislation.

Mr. GROSS. I would not think the Secretary needs more employees. He had 2,000 added in January to bring him up to 64,000 employees in his department. I think he has enough employees, but I just do not understand what role the Bureau of Outdoor Recreation is going to play if all authority is vested in the Secretary.

Mr. MORRIS. The Bureau will be the staff to coordinate and plan and try to bring some order out of all the recreational activities we have going on in the Federal Government. At the present time about 18 agencies are involved in one way or another.

Mr. SAYLOR. Mr. Chairman, I rise in support of the amendment.

(Mr. SAYLOR asked and was given permission to revise and extend his remarks.)

Mr. SAYLOR. Mr. Chairman, I rise in support of the amendment offered by the gentleman from Washington [Mr. WESTLAND]. Let me make the record clear.

The chairman of the subcommittee that handles national parks has correctly quoted from the report of the Outdoor Recreation Resources Review Commission, in which they recommended that the Bureau of Outdoor Recreation be set up in the Department of the Interior. At the time this proposition was considered by the Outdoor Recreation Resources Review Commission the only real sharp division that occurred in 2½ years of debate on that Commission occurred as to whether or not they should be an independent agency or whether it should be set up as an agency under the Department of the Interior. I was one of those at that time who spoke for an independent agency, and I still believe that an independent agency would be desirable. One of the best reasons I can think of is the reason advanced by the gentleman from New Mexico [Mr. MORRIS] for voting this amendment down. His reason was that there would be no Cabinet representation. No, this would be better than Cabinet representation, because the only person to whom the Director of the Bureau of Outdoor Recreation would report would be the President himself. He would not have to worry about whether or not the respective Secretary got the right message, whether or not he had to settle disputes between two Cabinet members; he would report directly to the President.

It is true, I think, that the Hoover Commission reported against setting up independent agencies, but sometimes it is necessary to set up an independent agency, and ultimately we are going to have to set one up to consolidate the recreational resources of this country—recreation association or a recreation agency of your Federal Government which will affect the lives not only of the tax-paying American public, the 180 million Americans who are living today, but also the 200 million who will be living here in 1975. They need some individual, someone to report directly to the President on the need for outdoor recreation of these our people.

I hope that the amendments offered by the gentleman from Washington, setting up an independent agency, are adopted.

Mr. O'BRIEN of New York. Mr. Chairman, will the gentleman yield,

Mr. SAYLOR. I yield to the gentleman from New York.

Mr. O'BRIEN of New York. I would like to ask the gentleman, if this independent agency was set up, which committee of Congress would that agency report to?

Mr. SAYLOR. I think we can make that very clear. We can make a little change in the rules of the House, add a section to the Rules of the House. We can discuss that matter with the Parliamentarian, Mr. Deschler, and make sure that all legislation concerning outdoor recreation goes to the Committee on Interior and Insular Affairs of the House. I would urge that the Senate do the same thing.

Mr. O'BRIEN of New York. In view of that position, why should we not also call upon the executive end of the Government that has knowledge, that can give this opportunity to the Secretary of the Interior. The gentleman has made the point that this legislation might emanate from this independent agency. Why not go all the way and let the Secretary run the show?

Mr. SAYLOR. This is a matter of opinion. I think the Secretary might have a friendly friend over in the Department of Agriculture, he may have a friend in the Department of Defense, and rather than try to agree on what is best for recreation he might try, whoever the Secretary is, to satisfy his friends rather than satisfy the needs of the American public.

Mr. KYL. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, I rise in opposition to the pending amendment. In the first instance, this amendment would give to the Bureau of Outdoor Recreation a status which the Bureau of Reclamation does not have, a status which the Bureau of Land Management does not have, a status which only two of the agencies of the Department of the Interior do have; namely, the Bureau of Fisheries and Wildlife and the Office of Coal Research.

Second, Mr. Chairman, we have to keep this entire matter in perspective. In most instances, the recreational aspects of Federal and State projects are secondary—extremely important, but secondary. There are some areas where the

primary consideration, if we would include esthetic and physical benefits, would be from recreation. In the case of projects of the Corps of Army Engineers the most important features are flood control and navigation. Elements of recreation are secondary.

This last week a subcommittee visited an area in Wisconsin, where the primary benefit is scientific, because that particular small area includes almost all different visible effects of glaciation. It is primarily scientific. Certainly there would be concomitant recreational aspects. We want to coordinate the recreational activities of all agencies of government, but we do not want to make this particular feature of our national life the most important thing in the creation of a separate office. It would have a tendency to elevate the office out of all perspective.

Mr. SAYLOR. Mr. Chairman, will the gentleman yield?

Mr. KYL. I yield to the gentleman from Pennsylvania.

Mr. SAYLOR. I would like to call the attention of the gentleman from Iowa, and the other members of the committee, to the fact that the Coal Research Office, which the gentleman referred to, only applies to the 26 coal-producing States, and the Reclamation Bureau only applies to 17 Western States. But this agency affecting recreation which we are here creating applies to 50 States, and as was pointed out, includes Puerto Rico, Virgin Islands, American Samoa, Guam, and the trust territories.

Mr. ROGERS of Colorado. Mr. Chairman, I move to strike out the last word.

Mr. STINSON. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] Seventy Members are present, not a quorum. The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 32]

Aspinall	Hagan, Ga.	Nedzi
Avery	Hagen, Calif.	O'Neill
Ayres	Hawkins	Patten
Barrett	Healey	Philbin
Becker	Hébert	Powell
Beermann	Henderson	Rains
Belcher	Hoffman	Reid, N.Y.
Blatnik	Hollifield	Reifel
Bolton	Horton	Rich
Frances P.	Ichord	Rivers, Alaska
Brademas	Jennings	Rivers, S.C.
Bromwell	Johnson, Calif.	Rodino
Buckley	Jones, Ala.	Rogers, Tex.
Cahill	Kelly	Roosevelt
Carey	King, Calif.	Roush
Celler	Kirwan	St. George
Chamberlain	Kluczynski	Schwengel
Clancy	Lennon	Shelley
Clark	Lesinski	Short
Davis, Tenn.	Lloyd	Smith, Calif.
Diggs	Long, Md.	Smith, Iowa
Dulski	McDade	Stephens
Duncan	McDowell	Taft
Dwyer	Macdonald	Thompson, La.
Farbstein	MacGregor	Thompson, N.J.
Fino	Madden	Walter
Foreman	Mathias	Watson
Forrester	May	Whalley
Glaimo	Miller, Calif.	Wickersham
Goodell	Miller, N.Y.	Williams
Grabowski	Monagan	Willis
Green, Oreg.	Morrison	Willson, Bob
Green, Pa.	Multer	
Gubser	Murphy, N.Y.	

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. SLACK, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill H.R. 1762, and finding itself without a quorum, he had directed the roll to be called, when 333 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

The CHAIRMAN. The gentleman from Colorado [Mr. Rogers] is recognized for 5 minutes.

Mr. ROGERS of Colorado. Mr. Chairman, when the point of no quorum was made we were considering an amendment offered by the gentleman from Washington which in effect sets up a separate bureau and creates a director and, I think, gives him a good deal of authority. My objective is to try to ascertain if this amendment would clarify the situation that exists in my own State at the present time. This legislation requires that outdoor recreation be coordinated at all levels of government.

The situation that I outlined is: The Water Board of the City and County of Denver made application to the Federal Power Commission for a dam across a stream. When they issued the license in connection, they put certain restrictions on outdoor recreation; that is to say, they required the building of causeways for fish and other recreational purposes. Thereafter, the Secretary of the Interior believed the Federal Power Commission had overstepped its bounds and intervened in that action before the Federal Power Commission.

I would like to know from the gentleman from Washington, if his amendment is adopted would this special agency have the right and the authority to settle the dispute that now exists between the Federal Power Commission and the Secretary of the Interior and the Fish and Wildlife Division?

Mr. WESTLAND. First of all, I think this legislation is pretty plain, in that it sets it up as a coordinate agency. I seriously doubt it has any more authority in the case the gentleman from Colorado has mentioned. In view of the amendment accepted by the gentleman from Michigan, the answer more definitely is no to the question asked by the gentleman from Colorado. I cannot recall the exact phraseology of the amendment that was adopted, but it was to the effect that without impairing or reducing their respective powers. There was nothing added. If anything, it was reduced, and I frankly believe the answer is no.

Mr. ROGERS of Colorado. It would be the gentleman's thought; if his amendment is adopted, it would not add any power nor give authority to anybody to make the Federal Power Commission and the Secretary of the Interior get together and resolve this problem.

Mr. WESTLAND. They have no power. They could request.

Mr. ROGERS of Colorado. Then, if they did not, why should we have a separate agency?

Mr. WESTLAND. There are many other problems involved besides the problem the gentleman mentioned. There are problems of recreation throughout the 50 States.

Mr. ROGERS of Colorado. The Federal Power Commission say they have some jurisdiction in this recreation matter, having issued the order to my Board in Denver that you must keep these causeways open for fish and wildlife. What I am trying to do is to coordinate them, and if your amendment will do that, all right. If not, I do not think we should adopt it.

Mr. WESTLAND. This asks for coordination between the various agencies.

Mr. ROGERS of Colorado. May I say they have tried heretofore to coordinate them, and apparently it was not accepted. Even if the gentleman's amendment is adopted, how would it be any different?

Mr. WESTLAND. Perhaps we should substitute coercion for coordinate.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield?

Mr. ROGERS of Colorado. I yield to the gentleman from Oklahoma.

Mr. EDMONDSON. I would like to suggest to the gentleman that in the absence of any other authority or power to try to coordinate differences of views and to resolve differences of views in the Department or any agency, the bill as reported by the committee is the most constructive step you will have a chance to vote on this year, and I hope the gentleman will support this bill.

Mr. JOHANSEN. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I would like to direct a question to the gentleman from Colorado or the gentleman from Washington or both. I was, of necessity, off the floor during general debate. I am not sure that this question may not have been answered. Has there been any report filed with the Congress either by the Bureau of the Budget or by the Department of the Interior as to the number of man-years of additional personnel that would be required under this legislation?

Mr. ROGERS of Colorado. I am not a member of the committee, so I will defer to the chairman of the subcommittee.

Mr. MORRIS. Mr. Chairman, will the gentleman yield?

Mr. JOHANSEN. I yield to the gentleman from New Mexico.

Mr. MORRIS. We have a letter signed by Mr. Edward C. Craft addressed to the gentleman from Colorado [Mr. ASPINALL], chairman of the full committee, which says that as of this date this bureau has 74 employees and they expect to have, possibly, in the next 3 or 4 years, no more than 186.

Mr. JOHANSEN. In other words, am I to understand from the gentleman that the provisions of Public Law 801 of the 84th Congress, which require the filing with the Congress of estimates for each of 5 years of the total number of man-years of civilian employment, have been compiled with?

Mr. MORRIS. In substance, they have.

Mr. JOHANSEN. I trust, if I may say so to the gentleman, and I speak as a member of the Manpower Utilization Subcommittee, that the Department will be reminded that this does go to the requirement for each of the 5 years and not in just broad generalizations of the type mentioned. So, it is my understanding, then, that the number will increase possibly from 74, to what number did the gentleman say?

Mr. MORRIS. Approximately 186.

Mr. JOHANSEN. 186?

Mr. MORRIS. Yes.

Mr. JOHANSEN. Well, I would say that is a good, normal, healthy growth for a bureaucracy in that period of time.

Mr. MORRIS. If the gentleman will yield further, this is expected to be the top that the bureau would have of employees.

Mr. JOHANSEN. That would be the top?

Mr. MORRIS. This is expected to level off at that figure.

Mr. JOHANSEN. I have great respect for the gentleman and I know he speaks with great sincerity and good faith. I am reminded of the comments some of my children used to make when they were young, "Want to bet?" I am not questioning the good faith of the gentleman in the least, but this could be a substantial and expensive expansion once they get started.

Mr. MORRIS. I am sure with the assistance of the Manpower Utilization Subcommittee and the Subcommittee on National Parks of the Committee on the Interior, we can between us see that this is complied with.

Mr. JOHANSEN. I appreciate the implied compliment to the subcommittee. I am not sure that the subcommittee is that good, but I would say that perhaps one of the best forms of weight control or girth control in the bureaucracy is retroactive birth control of some of these agencies.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Washington [Mr. WESTLAND].

The question was taken; and on a division (demanded by Mr. WESTLAND) there were—ayes 54, noes 99.

So the amendment was rejected.

Mr. GRIFFIN. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GRIFFIN of Michigan: On page 4, line 19, replace the period with a semicolon and add the following: "*Provided, however, That within 60 days following the close of each calendar year, they shall submit to the Congress a report for each such calendar year which report shall itemize with particularity and describe in detail the source, value, purpose, and use of each donation of money, property, personal services, or facilities accepted or used under authority of this or any other Act.*"

Mr. GRIFFIN. Mr. Chairman, I ask unanimous consent that that amendment be amended. It should read:

Provided, however, That within 60 days following the close of each calendar year, the Secretary of the Interior shall submit to Congress—

And the amendment would then be as it was read.

The CHAIRMAN. Is there objection to the modification of the amendment? There was no objection.

The CHAIRMAN. The Clerk will now report the modified amendment.

The Clerk read as follows:

On page 4, line 19, replace the period with a semicolon and add the following: "*Provided, however, That within 60 days following the close of each calendar year, the Secretary of the Interior shall submit to the Congress a report for each such calendar year which report shall itemize with particularity and describe in detail the source, value, purpose, and use of each donation of money, property, personal services, or facilities accepted or used under authority of this or any other Act.*"

Mr. GRIFFIN. Mr. Chairman, this or a similar amendment should be in every piece of legislation which authorizes any agency of the Government to accept and use donated funds or property. Certainly, insofar as the Secretary of the Interior and the National Park Services are concerned, the use of donated funds and property serves a good purpose in most instances. However, Mr. Chairman, it seems to be difficult for a Member of Congress to find out just how much money is donated to the Secretary of the Interior and the National Park Service, from whom it comes, and the use to which such funds are put.

He who pays the piper calls the tune. Mr. Chairman, Congress can exert control over the bureaus and agencies of Government only if Congress controls the funds which the bureaus and agencies spend. When we authorize any agency of the Government to accept donations of property or funds, and allow them to be used under broad authority such as is contained in this bill, Congress loses a great deal of its control and supervision.

Mr. Chairman, my amendment would merely require that the Secretary of the Interior file an annual report giving information to Congress concerning the source, value, purpose, and use of any donated funds or property.

Mr. Chairman, I urge the committee to adopt this amendment.

Mr. O'BRIEN of New York. Mr. Chairman, I rise in opposition to the amendment in its present form. I believe a point of order would lie against the amendment as offered by the gentleman from Michigan. The committee would have no objection to the amendment if the author would strike out the words "or any other act" which I think carries us beyond the legislation we are considering today.

Mr. GRIFFIN. Mr. Chairman, will the gentleman yield?

Mr. O'BRIEN of New York. I yield.

Mr. GRIFFIN. Mr. Chairman, I believe this or similar language should be attached to every act involving use of donated funds. However, I respect the gentleman's point; and, therefore, I ask unanimous consent that my amendment be amended to read "under authority of this act."

The CHAIRMAN. Is there objection to the request of the gentleman from Michigan?

Mr. SAYLOR. Mr. Chairman, I object.

Mr. O'BRIEN of New York. Mr. Chairman, I offer a substitute for the amendment offered by the gentleman from Michigan.

The Clerk read as follows:

Amendment offered by Mr. O'BRIEN of New York to the amendment offered by Mr. GRIFFIN: "Strike the last four words."

Mr. O'BRIEN of New York. Mr. Chairman, I think the amendment I offered falls squarely across the agreement which the gentleman from Michigan was willing to make. I think it is obvious.

Mr. GRIFFIN. Mr. Chairman, will the gentleman yield?

Mr. O'BRIEN of New York. I yield.

Mr. GRIFFIN. I believe even the gentleman's amendment does not quite do the job because if he strikes the last four words he strikes the word "act", and I believe he wants the language to read "under authority of this act."

Mr. O'BRIEN of New York. The gentleman is correct. I was under the impression the gentleman's amendment included "the purposes of this act or any other act."

Mr. GRIFFIN. It now reads "under the authority of this or any other act".

Mr. O'BRIEN of New York. I intended to strike from the gentleman's amendment "or any other act."

The CHAIRMAN. Is the gentleman from New York asking unanimous consent to modify his amendment to the amendment?

Mr. O'BRIEN of New York. I ask unanimous consent so to modify the amendment.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

Mr. SAYLOR. Mr. Chairman, I object.

Mr. KYL. Mr. Chairman, I offer a substitute amendment to the amendment offered by the gentleman from New York.

The CHAIRMAN. The gentleman is out of order. He may not offer a substitute at this point.

Mr. EDMONDSON. Mr. Chairman, I offer an amendment to the amendment.

The CHAIRMAN. The gentleman may not offer an amendment to the amendment at this point.

Mr. EDMONDSON. Mr. Chairman, I move to strike out the requisite number of words.

Mr. Chairman, I have taken this time merely to state that apparently the only way out of the dilemma that confronts us now, if we are going to avoid trying to cover the whole field and getting into the jurisdiction of a number of other committees and other departments, is to vote down this amendment after which it will then be in order to offer a different amendment that covers particularly this point. And certainly those of us on the committee who are in support of this legislation have no objection to the purpose of the gentleman from Michigan in offering it and we see some very worthwhile things that could be accomplished by it. But I think we are getting into distant fields when we try to cover the whole gamut of all departmental and agency activities and all other acts.

Mr. McCORMACK. Mr. Chairman, will the gentleman yield?

Mr. EDMONDSON. I yield to the distinguished Speaker.

Mr. McCORMACK. As I understand the gentleman's observation, he suggests that the amendment offered by the gentleman from New York [Mr. O'BRIEN] be voted down and then a Member will be able to offer another amendment to the Griffin amendment; is that correct?

Mr. EDMONDSON. The gentleman is entirely correct and I appreciate his clarification.

Mr. McCORMACK. I concur in the gentleman's statement.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. O'BRIEN] to the amendment offered by the gentleman from Michigan [Mr. GRIFFIN].

The amendment to the amendment was rejected.

Mr. MORRIS. Mr. Chairman, I offer an amendment to the amendment offered by the gentleman from Michigan.

The Clerk read as follows:

Amendment offered by Mr. MORRIS to the amendment offered by Mr. GRIFFIN: In the last sentence of the amendment, strike out the words "or any other".

Mr. MORRIS. Mr. Chairman, I ask unanimous consent that the Clerk read the whole amendment again for clarification.

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

The Clerk read as follows:

Amendment offered by Mr. GRIFFIN:

On page 4, line 19, replace the period with a semicolon and add the following: "Provided, however, That within sixty days following the close of each calendar year, the Secretary of the Interior shall submit to the Congress a report for each such calendar year which report shall itemize with particularity and describe in detail the source, value, purpose, and use of each donation of money, property, personal services, or facilities accepted or used under authority of this or any other Act."

Amendment offered by Mr. MORRIS to the amendment offered by Mr. GRIFFIN: In the last sentence of the amendment, strike out the words "or any other".

Mr. SAYLOR. Mr. Chairman, I rise in opposition to the amendment.

(Mr. SAYLOR asked and was given permission to revise and extend his remarks.)

Mr. SAYLOR. Mr. Chairman, you have seen another fine example of what happens when we, the House of Representatives of the U.S. Congress, try to write legislation on the floor of the House by people who have no connection with the bill whatsoever. Do any of you have any idea how far reaching the amendment offered by the gentleman from Michigan [Mr. GRIFFIN] goes? No. Not a one of you has any idea.

What is more, let me tell you what is underneath the whole matter. The Committee on Appropriations have decided that they would like to find some way to get to the Secretary of the Interior, to tell them how much money freedom-loving Americans have given him to purchase items in the Secretary's budget, because the Secretary of the Interior, the present one and his predecessor, have come before the Appropria-

tions Committee for the past number of years and requested money for the buying of certain of these resources all over the country. And what has happened? He has been turned down, and the price has been going up and up and up and up.

There are American citizens in this country that love it. There are American citizens who love their country above price, there are people in this country who fortunately do not want to keep all of their money and who are willing to give it to the Secretary of the Interior, so that he can buy for the benefit of all of the people of the United States some of these treasures that are being wasted away.

And what has happened? The Appropriations Committee would love to find out how much the Secretary of the Interior is getting so that they can cut down the amount of the appropriations he has already been given. That is what you are trying to do with this amendment. I am surprised that the Members of the majority say they are willing to accept such an amendment. It strikes at the very heart of this bill, it strikes at the very heart of this program. There are people who are willing to give huge sums of money to the Secretary of the Interior, because they love this land of yours and mine, but if they are going to be held up to public ridicule and scorn and the report is going to be published as to how much they give, you might just as well forget it. If you want to gut this bill completely, if you want to do away with the very purposes of it, then all you have to do is take this amendment.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from Oklahoma.

Mr. EDMONDSON. I take it that the gentleman is against both the broad-gaged amendment of the gentleman from Michigan and also the more restrictive version that has been offered by the gentleman from New Mexico?

Mr. SAYLOR. Absolutely.

Mr. EDMONDSON. So the gentleman is against any kind of reporting requirement in the bill?

Mr. SAYLOR. I am against any kind of reporting of donated funds particularly aimed at this bill. If that is the position that the Congress of the United States wants to take, the attitude of coming in here and bringing in a general piece of legislation that requires every agency of the Government to report every donation, that is one thing, but to pick out the Secretary of Interior in this bill, I think, is completely wrong.

Mr. EDMONDSON. Of course, the gentleman realizes under the amendment offered by the gentleman from New Mexico that the only requirement for reporting would be for donations made under this act to carry out the recreation planning and coordination program.

Mr. SAYLOR. It may be acquisition too. I think both amendments ought to be voted down.

Mr. GROSS. Mr. Chairman, I move to strike out the last word.

(Mr. GROSS asked and was given permission to revise and extend his remarks.)

Mr. GROSS. Why should not the Congress and the public of this country know what these financial transactions are, I ask the gentleman from Pennsylvania. I am carrying no torch for the Committee on Appropriations. It is the first time I have heard of such an alleged involvement. I would like to know why this, all of this financing, is not public business?

Mr. SAYLOR. Mr. Chairman, will the gentleman yield?

Mr. GROSS. Yes, I yield to the gentleman.

Mr. SAYLOR. It may be public business if the Congress of the United States decides that every agency of the Government is required to report.

Mr. GROSS. I do not know of a better place to make a start than right here.

Mr. SAYLOR. Well, I do know a better place to start. And that is in the Ways and Means Committee in a very basic change to the tax laws of the United States.

Mr. GROSS. I am not singling out the Secretary of the Interior.

Mr. SAYLOR. That is just what you are doing.

Mr. GROSS. I would apply this to every other bill where there are donated funds involved, if any. It seems to me the public and the Congress are entitled to know about these financial transactions.

Mr. SAYLOR. In other words, what you are saying to this committee is that you are in favor of every department in the Government telling everybody the name of whoever comes in and who wants to make a donation of any sort or description.

Mr. GROSS. Certainly, why not—what is wrong with that?

Mr. SAYLOR. I agree with the philosophy of your position, but I oppose the isolated application of it to the Secretary of Interior.

Mr. GROSS. Well, what is wrong with it?

Mr. MEADER. Mr. Chairman, will the gentleman yield?

Mr. GROSS. I yield to the gentleman.

Mr. MEADER. I think there is something very basic involved in this principle, and I believe the gentleman from Michigan [Mr. GRIFFIN] has made a great contribution in calling it to the attention of the Committee. I recall in the conflict of interest bill which our Committee on the Judiciary reported out, there was a provision prohibiting any official of the Government from accepting pay for doing his official business. It seems to me, if large amounts of funds are being donated to the Secretary of the Interior for him to manage in such fashion as he may desire in connection with programs that are authorized by the Congress or any programs proposed that are unauthorized by the Congress, it seems to me that the public ought to know about it because he is a public official.

Mr. GROSS. Yes, and no matter who the Secretary of the Interior may be. It does not make any difference.

Mr. Chairman, I am opposed to managed information and secrecy except

where it directly bears on the defense and security of this Nation. There is no such element here involved and I support the amendment and the public right to know public business.

Mr. SAYLOR. Mr. Chairman, let it be understood that I am not opposed to full disclosure of all facets of the operation of our Government. What I oppose is the singling out of the Secretary of the Interior and the new agency here created, to a standard not required of any other agency of our Government.

If the Congress desires full disclosure of any dealings by its citizens with its Government, I will be the first to agree. Let us ask the Secretary of the Treasury to require such reports on your income tax returns. Let all agencies of the executive department stand in the same light and no one will object—Yes; those of us who oppose this amendment will lead the fight for full disclosure, but let us not persecute and prosecute the Secretary of the Interior, present or future.

Mr. SISK. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I take this time to join the gentleman from Pennsylvania [Mr. SAYLOR] in his position on this matter. Some of us who have been very much concerned with reference to matters of recreation and natural resources for the development of our national parks and with the need for increased areas all over our Nation, seashores and otherwise, have seen many instances of individuals coming in who have been very helpful and who have contributed freely of their time and their wealth in making it possible for Americans across our country to enjoy some of these natural wonders, and some of these things which I believe probably are our greatest sources of wealth. I do not believe that now is the time to attempt to do something here in this bill to hold these people up in a sense to public ridicule. I simply do not think on this particular piece of legislation which I feel to be important to recreation and to the preservation of our natural resources in this country, we should attempt to force the Secretary of the Interior to do something which, in my opinion, will be a step backward in preserving many of these areas for posterity. I would hope that this amendment will be defeated.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield?

Mr. SISK. I am glad to yield to my friend, the gentleman from Oklahoma.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield?

Mr. SISK. I yield.

Mr. EDMONDSON. I am searching for understanding and information about this. I would like to get the gentleman's thinking that leads him to say it would hold somebody up to ridicule to have a report to the Congress of the United States that he had given a donation of land or made a gift of money to help develop a recreational project. I cannot personally see how this would create ridicule for the individual, to have it known that he tried to help out in the development of a public recreational project.

Mr. SISK. I may say to my good friend from Oklahoma I am not saying it would necessarily hold them up to ridicule, but I think the gentleman knows what has happened in the case of some individuals or foundations and others in this country who have contributed many, many millions of dollars. I am sure the gentleman knows some of those whom I am talking about. I simply think that to require a complete accounting from these people who have so generously given of their private wealth across this country because this country has been kind to them, is hardly fair to them. I say to the gentleman that if we insist on such a requirement it may be that some of these individuals and foundations may hesitate to make contributions similar to those they have made in the past.

In the matter of justice and equity and any question of conflict of interest that might arise regarding some of these gifts I am sure there are congressional committees which have the jurisdiction and the authority to look into these things, as they are doing now and have done in the past.

I feel that to require a report by the Secretary of the Interior of every person who donates time, money, land, or anything else would not be in the best interest of the United States in the preservation of our great national resources. I have had experiences with these things in the past.

Mr. KYL. Mr. Chairman, will the gentleman from California yield?

Mr. SISK. I yield.

Mr. KYL. Are not reports now made to the General Accounting Office and to the Appropriations Committee?

Mr. SISK. It is entirely possible that they do report them to the Appropriations Committee. I could not say off-hand whether they do or not; but the point I am making here is that I simply do not feel it is fair to legislate a requirement of this kind. I think it works against the preservation of our great national resources to publicize this type of procedure. I may be wrong, but it is my honest opinion that it will react against the preservation of these areas. That is my reason for joining with the gentleman.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield?

Mr. SISK. I yield.

Mr. EDMONDSON. I think the gentleman is entirely straightforward in his position, but I think some of us would favor having a report of donations under this act. I think the real point of view is that greater public interest may be served by the absence of secrecy than will be served by giving the impression that these will be kept secret. I personally feel that there is a little public feeling at the present time that there is too much secrecy.

(Mr. SISK asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The question is on the amendment to the amendment offered by the gentleman from Michigan.

The amendment to the amendment was agreed to.

The CHAIRMAN. The question recurs on the amendment offered by the gentleman from Michigan as amended.

The question was taken; and on a division (demanded by Mr. SAYLOR) there were ayes 105, noes 31.

So the amendment was agreed to.

The CHAIRMAN. The Clerk will report the committee amendment.

The Clerk read as follows:

Committee amendment. Page 4, after line 19, insert the following:

"Sec. 3. In order further to carry out the policy declared in section 1 of this Act, the heads of the Federal departments and independent agencies having administrative responsibility over activities or resources the conduct or use of which is pertinent to fulfillment of that policy shall, either individually or as a group, (a) consult with and be consulted by the Secretary from time to time both with respect to their conduct of those activities and their use of those resources and with respect to the activities which the Secretary of the Interior carries on under authority of this Act which are pertinent to their work, and (b) carry out such responsibilities in general conformance with the nationwide plan authorized under section 2(c) of this Act.

"Sec. 4. As used in this Act, the term 'United States' shall include the District of Columbia and the terms 'United States' and 'States' may, to the extent practicable, include the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa."

The committee amendment was agreed to.

Mr. HALEY. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. HALEY: On page 5, after line 12, insert:

"Sec. 5. There are hereby authorized to be appropriated such sums, but not more than \$2,500,000 per year, as are required to carry out the purposes of this Act."

Mr. HALEY. Mr. Chairman, this is a very simple amendment. The report on page 5 says that the cost of the program is estimated at \$2,460,000. I am merely trying to put a ceiling of \$2½ million on it so that we will not allow them to go over the amount, except to the extent of \$40,000 more than they have requested.

I hope the Chairman will accept the amendment.

Mr. O'BRIEN of New York. Mr. Chairman, I have no objection to the amendment.

The amendment was agreed to.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. SLACK, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 1762) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, pursuant to House Resolution No. 306, he reported the bill back to the House with sundry amendments adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

Is a separate vote demanded on any amendment?

Mr. SAYLOR. Mr. Speaker, I demand a separate vote on the so-called Griffin amendment.

The SPEAKER. Is a separate vote demanded on any other amendment? If not, the Chair will put them en gros.

The amendments were agreed to.

The SPEAKER. The Clerk will report the amendment on which a separate vote has been demanded.

The Clerk read as follows:

On page 4, line 19, replace the period with a semicolon and add the following:

"Provided, however, That within sixty days following the close of each calendar year, the Secretary of the Interior shall submit to the Congress a report for each such calendar year which report shall itemize with particularity and describe in detail the source, value, purpose and use of each donation of money, property, personal services or facilities accepted or used under authority of this Act."

The SPEAKER. The question is on the amendment.

The question was taken, and the Speaker announced that the ayes appeared to have it.

Mr. SAYLOR. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 292, nays 50, not voting 91, as follows:

[Roll No. 33]

YEAS—292

Abbott	Cameron	Fulton, Tenn.
Abele	Cannon	Fuqua
Abernethy	Casey	Gary
Adair	Cederberg	Gathings
Addabbo	Chelf	Gavin
Albert	Chenoweth	Gialmo
Alger	Clausen	Gibbons
Anderson	Cleveland	Gilbert
Andrews	Cohelan	Gill
Arends	Collier	Glenn
Ashbrook	Colmer	Goodell
Ashley	Cooley	Goodling
Ashmore	Corbett	Grant
Auchincloss	Corman	Gray
Baldwin	Cramer	Green, Oreg.
Baring	Cunningham	Griffin
Barry	Curtin	Griffiths
Bass	Curtis	Gross
Bates	Dague	Grover
Battin	Daniels	Gurney
Becker	Davis, Ga.	Haley
Beckworth	Delaney	Hall
Belcher	Dent	Halleck
Bell	Derounian	Halpern
Bennett, Fla.	Derwinski	Hanna
Bennett, Mich.	Devine	Hansen
Berry	Diggs	Harding
Betts	Dole	Hardy
Boggs	Dorn	Harris
Bolling	Dowdy	Harrison
Bolton,	Downing	Harsha
Oliver P.	Edmondson	Harvey, Ind.
Bonner	Elliott	Harvey, Mich.
Bow	Ellsworth	Hays
Brademas	Everett	Hechler
Bray	Evins	Hemphill
Brock	Fascell	Herlong
Brooks	Feighan	Hoeven
Broomfield	Findley	Hollifield
Brotzman	Fisher	Holland
Brown, Ohio	Flood	Horan
Broyhill, N.C.	Flynt	Hosmer
Broyhill, Va.	Ford	Huddleston
Bruce	Fountain	Hull
Burleson	Fraser	Hutchinson
Byrne, Pa.	Frelinghuysen	Jarman
Byrnes, Wis.	Fulton, Pa.	Jensen

Johansen
Johnson, Wis.
Jonas
Jones, Ala.
Jones, Mo.
Karth
Kastenmeier
Kee
Keith
Kilburn
Kilgore
King, N.Y.
Knox
Kornegay
Kunkel
Laird
Landrum
Langen
Lankford
Latta
Leggett
Lindsay
Lipscomb
Lloyd
Long, La.
McClory
McCulloch
McFall
McIntire
McLoskey
McMillan
Mahon
Mailliard
Marsh
Martin, Calif.
Martin, Mass.
Martin, Nebr.
Matsunaga
Matthews
May
Meador
Michel
Milliken
Mills
Minish
Minshall
Montoya
Moore
Morgan
Morrison
Morse

Mosher
Moss
Murray
Natcher
Nelsen
Nix
Norblad
O'Brien, N.Y.
O'Hara, Mich.
O'Konski
Olson, Mont.
Olson, Minn.
Osmers
Ostertag
Patman
Pelly
Pike
Pilcher
Pillion
Poage
Poff
Pool
Powell
Pucinski
Purcell
Quile
Quillen
Randall
Reid, N.Y.
Rhodes, Pa.
Riehlman
Roberts, Ala.
Roberts, Tex.
Robison
Rogers, Colo.
Rogers, Fla.
Rosenthal
Roudebush
Roybal
Rumsfeld
St. Onge
Schadeberg
Schenck
Schneebeli
Schweiker
Scott
Secrest
Selden
Sennar
Shelley
Sheppard

NAYS—50

Blatnik
Boland
Burke
Burkhalter
Burton
Carey
Conte
Daddario
Gary
Denton
Dingell
Finnegan
Fogarty
Gallagher
Gonzalez
Joelson
Karsten

Keogh
King, Calif.
Kluczynski
Kyl
Libonati
Moorhead
Morris
Morton
Murphy, Ill.
Nygard
O'Hara, Ill.
Pepper
Perkins
Price
Reid, Ill.
Reuss
Rhodes, Ariz.

NOT VOTING—91

Aspinall
Avery
Ayres
Baker
Barrett
Beermann
Bolton,
Frances P.
Bromwell
Brown, Calif.
Buckley
Cahill
Celler
Chamberlain
Clancy
Clark
Davis, Tenn.
Donohue
Dulski
Duncan
Dwyer
Edwards
Fallon
Farbstein
Fino
Foreman
Forrester
Friedel
Garmatz
Grabowski
Green, Pa.

Gubser
Hagan, Ga.
Hagen, Calif.
Hawkins
Healey
Hébert
Henderson
Hoffman
Horton
Ichord
Jennings
Johnson, Calif.
Kelly
Kirwan
Lennon
Lesinski
Long, Md.
McDade
McDowell
Macdonald
MacGregor
Madden
Mathias
Miller, Calif.
Miller, N.Y.
Monagan
Multer
Murphy, N.Y.
Nedzi
O'Brien, Ill.
O'Neill

Shipley
Short
Shriver
Sibal
Slakes
Siler
Skubltz
Smith, Calif.
Snyder
Springer
Stafford
Staggers
Stinson
Stratton
Stubblefield
Sullivan
Talcott
Taylor
Teague, Calif.
Teague, Tex.
Thompson, Tex.
Thomson, Wls.
Thornberry
Toll
Tollefson
Trimble
Tuck
Tupper
Tuten
Utt
Van Deerlin
Van Pelt
Vinson
Waggonner
Wallhauser
Weaver
Weltner
Whitener
Whitten
Wildnall
Williams
Wilson,
Charles H.
Wilson, Ind.
Winstead
Wright
Wylder
Wyman
Young
Younger
Zablocki

Rooney
Rostenkowski
Ryan, Mich.
Ryan, N.Y.
St Germain
Saylor
Sickles
Sisk
Slack
Staebler
Thompson, N.J.
Udall
Ullman
Vanik
Westland
White

The Clerk announced the following pairs:

Mr. Walter with Mr. Miller of New York.
Mr. Hébert with Mr. Avery.
Mr. Celler with Mr. Relfel.
Mr. Henderson with Mr. Schwengel.
Mr. Aspinall with Mr. Clancy.
Mr. Rodino with Mr. Foreman.
Mr. Monagan with Mr. Bob Wilson.
Mr. Johnson of California with Mr. Taft.
Mr. Grabowski with Mr. Beermann.
Mr. Duncan with Mr. Ayres.
Mr. Buckley with Mr. Wharton.
Mr. Farbstein with Mrs. Dwyer.
Mr. Barrett with Mr. Plinie.
Mr. Macdonald with Mr. Baker.
Mr. O'Neill with Mr. Chamberlain.
Mr. Philbin with Mr. Whalley.
Mr. Donohue with Mrs. St. George.
Mr. Rivers of Alaska with Mrs. Frances P. Bolton.
Mr. Hagan of Georgia with Mr. Fino.
Mrs. Kelly with Mr. Rich.
Mr. Dulski with Mr. Cahill.
Mr. Jennings with Mr. Bromwell.
Mr. Garmatz with Mr. McDade.
Mr. Fallon with Mr. Gubser.
Mr. Friedel with Mr. MacGregor.
Mr. Kirwan with Mr. Hoffman.
Mr. Patten with Mr. Mathias.
Mr. Rains with Mr. Horton.
Mr. Lennon with Mr. Roosevelt.
Mr. Lesinski with Mr. Hagen of California.
Mr. Thompson of Louisiana with Mr. Multer.
Mr. Miller of California with Mr. Murphy of New York.
Mr. Madden with Mr. Clark.
Mr. Rogers of Texas with Mr. Green of Pennsylvania.
Mr. Willis with Mr. McDowell.
Mr. Watts with Mr. Wickersham.
Mr. O'Brien of Illinois with Mr. Nedzi.
Mr. Steed with Mr. Roush.
Mr. Smith of Virginia with Mr. Ichord.
Mr. Rivers of South Carolina with Mr. Smith of Iowa.
Mr. Forrester with Mr. Healey.

Mr. POAGE changed his vote from "nay" to "yea."

The result of the vote was announced as above recorded.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

Mr. MARTIN of California. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the bill?

Mr. MARTIN of California. I am, Mr. Speaker.

The SPEAKER. The Clerk will report the motion to recommit.

The Clerk read as follows:

Mr. MARTIN of California moves to recommit the bill (H.R. 1762) to the Committee on Interior and Insular Affairs.

Mr. O'BRIEN of New York. Mr. Speaker, I move the previous question on the motion to recommit.

The previous question was ordered.

The SPEAKER. The question is on the motion to recommit.

The question was taken; and on a division (demanded by Mr. MARTIN of California) there were—yeas 18, nays, 183.

Mr. MARTIN of California. Mr. Speaker, I object to the vote on the ground a quorum is not present, and I make the point of order that a quorum is not present.

So the amendment was agreed to.

The SPEAKER. The Chair will count. (After counting.) Two hundred and sixty Members are present, a quorum.

So the motion to recommit was rejected.

The SPEAKER. The question is on the passage of the bill.

The bill was passed.

The title was amended so as to read: "A bill to promote the coordination and development of effective programs relating to outdoor recreation, and for other purposes."

A motion to reconsider was laid on the table.

Mr. MORRIS. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from New Mexico?

There was no objection.

The Clerk read the bill, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Congress finds and declares that the general welfare of the Nation requires that all American people of present and future generations shall be assured such quantity and quality of outdoor recreation resources as are necessary and desirable, and that prompt and coordinated action is required by all levels of government and by private interests on a nationwide basis to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.

SEC. 2. In order to carry out the purposes of this Act, the Secretary of the Interior is authorized, after consultation with the Recreation Advisory Council and with the heads of Federal departments and agencies concerned, to perform the following functions and activities:

(a) INVENTORY.—Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States.

(b) CLASSIFICATION.—Prepare a system for classification of outdoor recreation resources to assist in the effective and beneficial use and management of such resources.

(c) NATIONWIDE PLAN.—Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and identify the desirable actions to be taken at each level of government and by private interests. The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

(d) TECHNICAL ASSISTANCE.—Provide technical assistance and advice to and cooperate with States, political subdivisions, and private interests including nonprofit organizations with respect to outdoor recreation.

(e) REGIONAL COOPERATION.—Encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

(f) RESEARCH AND EDUCATION.—(1) Sponsor, engage in, and assist in research relating to outdoor recreation, directly or by contract or cooperative agreements, and make payments for such purposes, including advance payments without regard to section 3648 of the Revised Statutes (39 U.S.C. 4154) for initial costs of such research to any educational institution or other nonprofit organizations when necessary and in the public interest; (2) undertake studies and assemble information concerning outdoor recreation, directly or by contract or cooperative agreement, and disseminate such information without regard to the provisions of section 321n, title 39, United States Code; and (3) cooperate with educational institutions and others in order to assist in establishing education programs and activities and to encourage public use and benefits from outdoor recreation.

(g) INTERDEPARTMENTAL COOPERATION.—(1) Cooperate with and provide technical assistance to Federal departments and agencies and obtain from them information, data, reports, advice, and assistance that are needed and can reasonably be furnished in carrying out the purposes of this Act; and (2) promote coordination of Federal plans and activities generally relating to outdoor recreation. Any department or agency furnishing advice or assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

(h) DONATIONS.—Accept and use donations of money, property, personal services, or facilities for the purposes of this Act.

SEC. 3. The term "United States" as used in this Act shall include the District of Columbia; and, to the extent practicable in carrying out the provisions of this Act, the terms "United States" and "States" may include the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

Mr. MORRIS. Mr. Speaker, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. MORRIS: Strike out all after the enacting clause of S. 20 and insert the provisions of H.R. 1762, as passed.

The SPEAKER. The question is on the amendment.

The amendment was agreed to.

The bill was ordered to be read a third time, was read the third time, and passed.

The title was amended so as to read: "An act to promote the coordination and development of effective programs relating to outdoor recreation, and for other purposes."

A motion to reconsider was laid on the table.

A similar House bill (H.R. 1762) was laid on the table.

ADMINISTRATION OF THE LEAD-ZINC STABILIZATION ACT

Mr. O'BRIEN of New York. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (H.R. 3120) to simplify administration of the Lead-Zinc Small Producers Stabilization Act of October 3, 1961 (75 Stat. 766).

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

The Clerk read the bill, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 6(a)(2) of the Lead-Zinc Small Producers Stabilization Act of October 3, 1961 (75 Stat. 766, 768, 30 U.S.C. 686), is amended by deleting the phrase "during any twelve-month period" and substituting therefor "during any calendar year".

With the following committee amendment:

Page 1, line 8, insert:

"Sec. 2. Section 4 of said Act is hereby amended as follows:

"Sec. 4. The Secretary is authorized to establish and promulgate such regulations and require such reports as he deems necessary to carry out the purposes of this Act. Such regulations shall assure equitable distribution of the benefits of the programs provided by this Act among the small domestic producers affected: *Provided, however, That—*

"(1) Any small domestic producer who filed application for participation in such programs during the first ten months of 1962, if otherwise eligible therefor, shall be entitled to stabilization payments on sales made from, on, and after January 1, 1962. Small domestic producers who filed applications during November and December of 1962, if otherwise eligible therefor, shall be entitled to stabilization payments only on sale made on and after January 1, 1963.

"(2) Any small domestic producer who, after January 1, 1963, files or has filed an application for participation in such programs during the first month of any quarter, if otherwise eligible therefor, shall be entitled to stabilization payments on sales made from, on, and after the first day of the quarter during which the application for participation is filed. Small domestic producers who, after January 1, 1963, file or have filed applications for participation in such programs during the second or third month of any quarter, if otherwise eligible therefor, shall be entitled to stabilization payments only on sales made during and after the following quarter."

The committee amendment was agreed to.

Mr. EDMONDSON. Mr. Speaker, as chairman of the Subcommittee on Mines and Mining, which considered and reported favorably on H.R. 3120, as amended, I take this time to state some of the basic points in support of the bill.

This bill is designed to make sure that small producers can obtain the benefits intended for them under the Lead-Zinc Small Producers Act of October 3, 1961 (75 Stat. 766). We reported to the House 2 weeks ago, during consideration of another bill, that the response from industry has not been as great as had been forecast by the Department of the Interior.

I would like, today, to bring up to date the statistical data pertaining to the program. Out of a projected potential of between 276 and 633 small producers, only 117 have to date applied for participation in the program and 89 have been certified as eligible for the program. Of those eligible, a total of 55 received \$1,012,580 in payments for their 1962 production—as compared with an estimate of \$4.5 million which was authorized and appropriated.

Those who participated in the 1962 program were listed at page 6026 of the CONGRESSIONAL RECORD for April 11, 1963. In addition, at this point, under permission previously granted to extend my remarks, I include a list of those 34 who have been found eligible since the eligibility for payments in the 1962 program was completed, and two additional tables bringing up to date the distribution of the total of 89 small producers:

PRODUCERS CERTIFIED FOR PARTICIPATION UNDER LEAD-ZINC SMALL PRODUCERS STABILIZATION ACT

Rush Creek Mining & Smelting Co., Inc., Yellville, Ark.
 Paul Bare, Lone Pine, Calif.
 Nabob Silver-Lead Co., Kellogg, Idaho.
 Joseph L. Ausich, Mackay, Idaho.
 Ivan I. Taylor, Mackay, Idaho.
 Silver Syndicate, Ind., Wallace, Idaho.
 Woodrow McLin, Kellogg, Idaho.
 Arthur G. and Donald Anderson, Mackay, Idaho.
 O. K. Tucker, Baxter Springs, Kans.
 Jim Stone, Baxter Springs, Kans.
 Carey and McCoy Mining Co., Picher, Okla.
 Frank Lloyd, Ploche, Nev.
 Bristol Silver Mines Co., Ploche, Nev.
 John F. Alg and Lucy Dee, Montello, Nev.
 Consolidated Eureka Mining Co., Salt Lake City, Utah.
 W. R. Dobson and W. L. Dobson, Magdalena, N. Mex.
 C. A. Enders Mining Co., Picher, Okla.
 Zuvekas Mining & Milling, Baxter Springs, Kans.
 Frank Jones Mining Co., Quapaw, Okla.
 Aztec Mining Co., Tulsa, Okla.
 Wendell Mitchell and Bobby Harry Smith, Heber, Utah.
 Dell Gordon and Floyd Smith, Heber, Utah.
 Privateer Mining Co., Springville, Utah.
 Kenneth Kummer, care of United Parli City Mines, Heber, Utah.
 Don Luis Ryan and Victor Provost, Heber, Utah.
 Floyd Reed, Midvale, Utah.
 WM & W Mining Co., Picher, Okla.
 L & B Mining Co., Picher, Okla.
 Charles E. Goetz, Phoenix, Ariz.
 Ivey Construction Co., Minerals Point, Wis.
 Residue Mining Co., Picher, Okla.
 Croff & Montague, Monarch, Mont.
 Herman & George Heinecke, Midvale, Utah.
 Marko Zarko, Midvale, Utah.

LEAD-ZINC SMALL PRODUCERS STABILIZATION ACT

TABLE 1.—Distribution of small producers by size

Size of mine	Number in 1956	Number in 1960	Number of participants in the program
Production per annum:			
499 tons or less.....	558	244	54
500 to 999 tons.....	27	8	11
1,000 to 1,999 tons.....	29	14	21
2,000 to 2,999 tons.....	24	7	3
Total.....	638	273	89

TABLE 2.—Distribution of small producers by States

State	Small producers		Participants in the program
	1956	1960	
Alaska.....	1	3	0
Arizona.....	43	24	2
Arkansas.....	0	1	1
California.....	27	11	3
Colorado.....	93	40	0
Idaho.....	69	50	15

TABLE 2.—Distribution of small producers by States—Continued

State	Small producers		Participants in the program
	1956	1960	
Illinois.....	9	6	0
Kansas.....	40	5	6
Kentucky.....	1	1	0
Missouri.....	13	1	0
Montana.....	98	38	7
Nevada.....	55	29	8
New Mexico.....	29	11	2
North Carolina.....	1	1	1
Oklahoma.....	74	3	21
Oregon.....	2	0	0
Tennessee.....	3	2	0
Utah.....	54	39	22
Washington.....	13	1	0
Wisconsin.....	13	7	1
Total.....	638	273	89

While a low participation rate is no reason to open the program up beyond its original contemplation, it points up the necessity of making certain that we do bring to those for whom it was designed the opportunity to share in the program. H.R. 3120 is such a bill, designed to permit all legitimate small producers of lead and zinc to participate in the program for payments under the Stabilization Act.

For the record, let me mention at this point that the stabilization payments provided for in the 1961 act are based on 75 percent of the difference between 14½ cents per pound and the average market price of lead and 55 percent of the difference between 14½ cents per pound and the average market price of zinc, calculated on a monthly basis. During 1962 the price of lead fluctuated between approximately 10 and 9½ cents per pound while the market price of zinc started out at 12 cents per pound and dropped last April to 11½ cents per pound where it has remained.

In order to qualify as a small domestic producer, the applicant is required to show that he had not produced or sold over 3,000 tons of lead and zinc combined "during any 12-month period between January 1956, and the first day of the period for which he seeks payment under this act."

While it was the intention of your Committee on Interior and Insular Affairs, in reporting the Stabilization Act, to restrict participation to legitimate small producers, it was not our intention to encourage unreasonable regulations that would eliminate a small businessman from participation on technical grounds. The term "any 12-month period" has been interpreted to mean any combination of 12 successive months without regard to either a calendar or fiscal year basis. Inasmuch as production records are reported to the Bureau of Mines on a calendar year basis and the committee has been advised that mining companies generally keep their books on a calendar year basis, it is only logical to amend the act to delete the "any 12-month period" requirement and substitute the calendar year as the basis for calculations. This will help both small business and Government bookkeeping.

During committee consideration of H.R. 3120 we were advised that, although the stabilization program had become law October 3, 1961, rules and regulations were approved April 26, 1962, for the operation of the program but were not published in the Federal Register until July 28, 1962.

Section 501.5(i) of the regulations states:

(i) Except for applications for participation received during the first three quarters of 1962, an applicant may be eligible for payments under the regulations in this part only with respect to sales in a quarter commencing after the date of the receipt of his application.

When these regulations were prepared in April 1962 they anticipated allowing 5 months for the filing of applications to cover the first three quarters of 1962, which ended September 30, 1962. When the regulations were withheld from publication pending receipt of appropriations, their publication on July 28, 1962, had the effect of cutting this period to 2 months, which the Committee on Interior and Insular Affairs believes to be an unreasonable restriction.

Accordingly, the committee amendment to H.R. 3120 would permit any persons or firms, otherwise eligible for the program, to participate to the extent of their 1962 production if their applications were filed before the end of October 1962. This has the effect of giving 3 months' notice from the time the regulations were published rather than the full 5 months that had been anticipated initially by the Administrator of General Services as a fair period of notice.

We are interested in being fair. We are interested in doing the right thing. In the instances brought to light in connection with H.R. 3120, we think a little liberalization for the benefit of legitimate small producers is necessary, just as in the bill (H.R. 3845) brought up on the floor 2 weeks ago we presented a situation that required restrictive action.

I urge adoption of H.R. 3120 with the committee amendment.

Mr. SKUBITZ. Mr. Speaker, as a member of the Subcommittee on Mines and Mining, I rise in support of this bill and the amendment thereto.

The purpose of this bill, as has already been stated, is to simplify the administration of the Small Producers Lead-Zinc Act, by establishing the calendar year as the time unit to determine the qualifications of producers to participate under the program.

While this measure was before our committee it was brought to our attention that regulations to implement the act of October 3, 1961, were not published in the Federal Register until July 28, 1963. Thus producers were permitted only 2 months in which to comply. In the opinion of the committee this 2-month period was too restrictive. This amendment simply extends the time for 1 month, thus permitting small producers who made a reasonable effort to comply and would have complied except for the time restriction.

I urge the passage of this bill.

May 1, 1963

Sen. Morse commended the proposed 1964 program for wheat and urged Ore. farmers to vote for approval of this program in the coming wheat referendum. pp. 7132-3

8. FARM PROGRAM. The "Daily Digest" states that the Agriculture and Forestry Committee "announced that it had scheduled hearings as follows: (1) On pending feed grain legislation (H. R. 4997), to begin on Friday, May 3, and to continue into the following week through May 8, (2) on pending dairy legislation, to begin before a subcommittee on Tuesday, May 14, and (3) on pending cotton legislation, to begin on Monday, May 20." p. D278

Sen. McGovern inserted an address by the president of the Continental Grain Co., "The Grain Trade in a Changing World." pp. 7119-22

9. WATERSHEDS. The Agriculture and Forestry Committee approved the following watershed projects: Istokpoga Marsh, Fla.; Jumper Creek, Fla.; Held watershed, Iowa; Callahan Creek, Mo.; Apache-Brazito-Mesquite, N. Mex.; Conetoe Creek, N.C.; Upper Little Minnesota River, S. Dak.; and Harmon Creek, W. Va. and Pa. p. D278

10. BUDGET. S. 537, to provide for the establishment of a Joint Committee on the Budget composed of members of the Senate and House Appropriations Committees, was made the unfinished business. p. 7168

11. MONOPOLIES. Sen. Kefauver submitted for printing a report of the Judiciary Committee, "Antitrust and Monopoly Activities, 1962" (S. Rept. 165). p. 7093

12. OUTDOOR RECREATION. Conferees were appointed on S. 20, the outdoor recreation development bill. House conferees have not yet been appointed. pp. 7097-8

13. FORESTRY. Sen. Long (Mo.) inserted items supporting enactment of legislation for the establishment of the Ozark National Rivers recreation area in Mo., and the wilderness preservation system. p. 7117

14. RESEARCH. Sen. Humphrey discussed research in the field of behavior sciences and inserted a table on Federal obligations for total research for social sciences (including obligations of this Department). pp. 7168-71

15. CABINET OFFICERS. Sen. Kefauver inserted an editorial supporting his proposal that Cabinet members appear and be questioned on the floor of the Senate. p. 7118

ITEMS IN APPENDIX

16. PERSONNEL. Extension of remarks of Rep. Harsha criticizing "the continual expansion of Federal governmental activities and increased civilian employment by the administration" as "the major reasons why Federal budgets and deficits continue to grow." p. A2652

17. FARMER. Extension of remarks of Rep. Jansen inserting an editorial entitled "What is a Farmer?" p. A2654

18. DAIRY. Extension of remarks of Rep. Nelsen inserting an address concerning "the overall effect of price support policies on the dairy situation." pp. A2664-6

19. ECONOMIES. Extension of remarks of Rep. Alger stating "that the fuzzy economic thinking of President Kennedy and his advisers would bring about a new wave of inflation." pp. A2666-8

Extension of remarks of Rep. Patman praising the Economic Indicators prepared by the Council of Economic Advisers. p. A2668

20. FARM LABOR. Extension of remarks of Rep. Findley asserting that some unskilled work is being passed up which would allievate the unemployment problem especially mentioning agricultural employment in Michigan. pp. A2669-70

BILLS INTRODUCED

21. PERSONNEL. H. R. 5992, by Rep. Joelson, to provide time off with pay for certain Government employees engaged in certain grievance settlements and labor-management business; to Post Office and Civil Service Committee.
22. PERSONNEL. H. R. 5993, by Rep. Lesinski, to amend title 13, United States Code, to provide for a mid-decade census of population, unemployment, and housing in 1965 and every 10 years thereafter; to Post Office and Civil Service Committee.
23. WILDLIFE. H. R. 5996, by Rep. Ostertag, to increase the participation by counties in revenues from the National Wildlife Refuge System by amending the act of June 15, 1935, relating to such participation; to Merchant Marine and Fisheries Committee.
24. FOREIGN AFFAIRS. H. R. 5999, by Rep. Vanik, to provide for the establishment of the National Academy of Foreign Affairs, to Committee on Foreign Affairs. Remarks of author, pp. A2644-6
25. PATENTS. S. 1432, by Sen. Long, La., to prescribe a national policy with respect to the acquisition, disposition, and use of proprietary rights in inventions made, and in scientific and technical information obtained, through the expenditure of public funds; to Judiciary Committee.
- S. 1433, by Sen. Long, La., to amend the Sherman Act to prevent restraint of trade and monopolization arising from the use of proprietary rights in inventions made through the expenditure of public funds; to Judiciary Committee.
26. WATER COMPACT. S. 1434, by Sen. Dodd, granting the consent and approval of Congress to the Northeastern Water and Related Land Resources Compact; to Judiciary Committee. Remarks of author, pp. 7094-6

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COMMITTEE HEARINGS MAY 2:

- Amendment of Packers and Stockyards Act to provide that Secretary's authority shall not apply to deductions for promotion and research activities, H. Agriculture (public witnesses).
- Administration's transportation bill, H. Interstate and Foreign Commerce (trucking assocs. to testify).
- Area Redevelopment Act amendments, S. Banking (Farmers Union to testify).
- Regulation of freight forwarder activities, S. Commerce (exec).

oOo

Knutson leader of an expedition to locate and bring back to the Christian faith the colonists who had left the western settlement. There is some evidence to indicate that a part of this expedition penetrated as far as Minnesota, probably by way of Hudson Bay, around the year 1362. The rest of the expedition returned to Norway in 1364. Nicholas of Lynn, an Englishman who is believed to have accompanied the expedition, wrote a report, "Inventio Fortunata," no copies of which are known to exist. It is not improbable that Columbus had knowledge of that report.

The Norse expeditions, and particularly the discovery of North America by Leif Erikson, can no longer be regarded as myths. The sources have been examined and studied too carefully for that. The time is long overdue for the recognition of Leif Erikson's role in the discovery of the New World.

This joint resolution acknowledges this historic and courageous achievement by providing for the designation of October 9 of each year as Leif Erikson Day, by Presidential proclamation, and by encouraging its observance by suitable exercises in schools and churches. October 9 has traditionally been observed as Leif Erikson Day by many Scandinavian groups through the years. Its proximity to Columbus Day provides an opportunity for Americans to celebrate the heroic explorations of both these great discoverers at the same time.

Mr. President, my Democratic colleagues from Minnesota in the House will be introducing similar joint resolutions in the near future. I am particularly pleased to have the distinguished Senator from Washington [Mr. MAGNUSON] as the coauthor of this proposal. His abiding interest in the accomplishments of his Scandinavian ancestors is well known and his advocacy of this resolution will be a significant factor in achieving its passage in the Senate and House. I know his enthusiasm for a national Leif Erikson Day equals, and perhaps even surpasses, my own.

Mr. President, I ask unanimous consent that the full text of this joint resolution be printed in the RECORD at the conclusion of my remarks. I also ask unanimous consent that the joint resolution remain at the desk for an additional 3 days so that other Senators may become cosponsors if they so desire.

The VICE PRESIDENT The joint resolution will be received and appropriately referred; and, without objection, the joint resolution will be printed in the RECORD and held at the desk, as requested by the Senator from Minnesota.

The joint resolution (S.J. Res. 76) to authorize the President to proclaim October 9 in each year as Leif Erikson Day, introduced by Mr. HUMPHREY (for himself and other Senators), was received, read twice by its title, referred to the Committee on the Judiciary, and ordered to be printed in the RECORD, as follows:

Whereas Leif Erikson did make the original discovery by nonnative Americans of the North American Continent in about the year A.D. 1000, and subsequently explored portions thereof; and

Whereas proof of this historical fact rests solidly, not only on two independent ac-

counts in the Norse sagas, but on archeological discoveries and evidence from the archives of European libraries; and

Whereas the fact of this discovery is further supported by the writings of numerous historians, and in encyclopedias and textbooks for school use; and

Whereas it is fitting that due recognition should be accorded to this historic exploit in early American history: Now, therefore, be it

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the President of the United States is authorized and requested to officially proclaim October 9 in each year as Leif Erikson Day, and to issue annually a proclamation calling upon officials of the Government to display the flag of the United States on all Government buildings on such day, inviting the people of the United States to observe such day in schools, churches, and other suitable places with appropriate ceremonies and activities.

FEDERAL AND STATE PROGRAMS RELATING TO OUTDOOR RECREATION

Mr. JACKSON. Mr. President, I ask that the Chair lay before the Senate a message from the House of Representatives on Senate bill 20.

The VICE PRESIDENT laid before the Senate the amendments of the House of Representatives to the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, which were, to strike out all after the enacting clause, and insert the following:

That the Congress finds and declares it to be desirable that all American people of present and future generations be assured adequate outdoor recreation resources, and that it is desirable for all levels of government and private interests to take prompt and coordinated action to the extent practicable without diminishing or affecting their respective powers and functions to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.

SEC. 2. In order to carry out the purposes of this Act, the Secretary of the Interior is authorized to perform the following functions and activities:

(a) INVENTORY.—Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States.

(b) CLASSIFICATION.—Prepare a system for classification of outdoor recreation resources to assist in the effective and beneficial use and management of such resources.

(c) NATIONWIDE PLAN.—Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States, and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and recommend desirable actions to be taken at each level of government and by private interests. The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

(d) TECHNICAL ASSISTANCE.—Provide technical assistance and advice to and cooperate with States, political subdivisions, and private interests, including nonprofit organizations, with respect to outdoor recreation.

(e) REGIONAL COOPERATION.—Encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

(f) RESEARCH AND EDUCATION.—(1) Sponsor, engage in, and assist in research relating to outdoor recreation, directly or by contract or cooperative agreements, and make payments for such purposes without regard to the limitations of section 3648 of the Revised Statutes (31 U.S.C. 529) concerning advances of funds when he considers such action in the public interest, (2) undertake studies and assemble information concerning outdoor recreation, directly or by contract or cooperative agreement, and disseminate such information without regard to the provisions of section 4154, title 39, United States Code, and (3) cooperate with educational institutions and others in order to assist in establishing education programs and activities and to encourage public use and benefits from outdoor recreation.

(g) INTERDEPARTMENTAL COOPERATION.—(1) Cooperate with and provide technical assistance to Federal departments and agencies and obtain from them information, data, reports, advice, and assistance that are needed and can reasonably be furnished in carrying out the purposes of this Act, and (2) promote coordination of Federal plans and activities generally relating to outdoor recreation. Any department or agency furnishing advice of assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

(h) DONATIONS.—Accept and use donations of money, property, personal services, or facilities for the purposes of this Act: *Provided, however,* That within 60 days following the close of each calendar year, the Secretary of the Interior shall submit to the Congress a report for each such calendar year which report shall itemize with particularity and describe in detail the source, value, purpose and use of each donation of money, property, personal services or facilities accepted or used under authority of this Act.

SEC. 3. In order further to carry out the policy declared in section 1 of this Act, the heads of Federal departments and independent agencies having administrative responsibility over activities or resources the conduct or use of which is pertinent to fulfillment of that policy shall, either individually or as a group, (a) consult with and be consulted by the Secretary from time to time both with respect to their conduct of those activities and their use of those resources and with respect to the activities which the Secretary of the Interior carries on under authority of this Act which are pertinent to their work, and (b) carry out such responsibilities in general conformance with the nationwide plan authorized under section 2(c) of this Act.

SEC. 4. As used in this Act, the term "United States" shall include the District of Columbia and the terms "United States" and "States" may, to the extent practicable, include the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

SEC. 5. There are hereby authorized to be appropriated such sums, but not more than \$2,500,000 per year, as are required to carry out the purposes of this Act.

And to amend the title so as to read: "An Act to promote the coordination and development of effective programs relating to outdoor recreation, and for other purposes."

Mr. JACKSON. Mr. President, I move that the Senate disagree to the amendments adopted by the House of Rep-

representatives, request a conference with the House on the disagreeing votes of the two Houses, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Mr. JACKSON, Mr. ANDERSON, Mr. BIBLE, Mr. KUCHEL, and Mr. ALLOTT the conferees on the part of the Senate.

REVISION OF FEDERAL ELECTION LAWS—ADDITIONAL COSPONSOR OF BILL

Mr. LONG of Missouri. Mr. President, I ask unanimous consent that, at the next printing of the bill (S. 559) to revise the Federal election laws, to prevent corrupt practices in Federal elections, and for other purposes, the name of the senior Senator from Tennessee [Mr. KEFAUVER] be added as a cosponsor.

The VICE PRESIDENT: Without objection, it is so ordered.

ADDRESSES, EDITORIALS, ARTICLES, ETC., PRINTED IN THE APPENDIX

On request, and by unanimous consent, addresses, editorials, articles, etc., were ordered to be printed in the Appendix, as follows:

By Mr. PELL:

Address by Robert Moses, president of New York World's Fair, 1964-65, delivered at the luncheon for Cardinal Spellman and other priests, on Vatican Pavilion, Flushing Meadow, Long Island, N.Y., on April 16, 1963.

Address by Robert Moses, president of New York World's Fair, 1964-65, at the ground breaking for the Japanese Pavilion, Flushing Meadow, Long Island, N.Y., on April 15, 1963.

By Mr. GORE:

Three articles relating to cancer, written by Malcolm Adams, city editor, and published in the Memphis (Tenn.) Commercial Appeal of April 19, April 20, and April 21, 1963.

By Mr. CASE:

Article entitled "How NSF Got Lost in Mo-hole," written by Herbert Solow and published in the May 1963 issue of Fortune magazine, which will appear hereafter in the Appendix.

By Mr. McGOVERN:

Article entitled "America's Treat to Needy Children," published in News of the World's Children.

ADDITIONAL COMPENSATION FOR SERVICE-CONNECTED DISABILITY OF VETERANS HAVING DEAFNESS OF BOTH EARS

Mr. MANSFIELD. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 141, House bill 199.

The motion was agreed to; and the bill (H.R. 199) to amend title 38 of the United States Code to provide additional compensation for veterans having the service-connected disability of deafness of both ears was considered, ordered to a third reading, read the third time, and passed.

Mr. MANSFIELD. Mr. President, I ask unanimous consent to have printed in the RECORD an excerpt from the report (No. 157), explaining the purposes of the bill.

There being no objection, the excerpt

was ordered to be printed in the RECORD, as follows:

PURPOSE

H.R. 199 authorizes the payment of additional compensation in the amount of \$47 per month to a veteran who has a service-incurred disability of deafness of both ears, with absence of air and bone conduction.

GENERAL STATEMENT

The Congress has long maintained a system of statutory awards for compensating veterans who has specified service-connected disabilities, the award being in addition to the basic rate of compensation. For example, a veteran who has lost an arm above the elbow could be rated at 80 percent resulting in the monthly payment of basic compensation in the amount of \$170. In addition to this amount he would receive as a result of the statutory award law, \$47, making his total monthly compensation \$217.

Under the current schedule for rating disabilities, total deafness is ratable at 80-percent disabling, which results in compensation for wartime cases of \$170 monthly. This present 80-percent rate is a reduction ordered at the discretion of the Administrator from the previous 100-percent rating. The passage of this legislation would result in the veteran who suffers from total deafness receiving \$170 monthly for his wartime disability, plus \$47, to make a total of \$217.

The Veterans' Administration estimates that there are approximately 1,200 cases who would be eligible for this statutory award at a minimum additional cost of \$666,000 the first year. There would be a slight increase each year for the succeeding 4 years.

The full text of the report from the Veterans' Administration follows:

INCREASES IN RATES OF DEPENDENCY AND INDEMNITY COMPENSATION PAYABLE TO CHILDREN AND PARENTS OF DECEASED VETERANS

Mr. MANSFIELD. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 142, House bill 211.

The motion was agreed to; and the bill (H.R. 211) to amend title 38, United States Code, to provide increases in rates of dependency and indemnity compensation payable to children and parents of deceased veterans was consid-

Rates of dependency and indemnity compensation to widows, children, and parents for service-connected death occurring on or after Jan. 1, 1957^{1 2}

Widows ³ and children	Children, no widow
Widow alone: \$112 per month, plus 12 per centum of basic pay of deceased husband, with total amount adjusted to next highest dollar. Rates range from \$122 in an E-1 case with less than 2 years' service to \$316 in case of an O-10 with over 30 years' service. If deceased was serving as Chairman of Joint Chiefs of Staff, Chief of Staff of Army, Chief of Naval Operations, Chief of Staff of the Air Force, or Commandant of the Marine Corps, regardless of cumulative years of service the widow's rate is \$337.	Children under age 18: 1 child, \$70 (\$77). 2 children, \$100 (\$110) (equally divided). 3 children, \$130 (\$145) (equally divided), plus \$25 (\$28) for each child in excess of 3 (equally divided).
Widow and 1 child under age 18: Same as amount payable to widow alone.	Child age 18 or above who became permanently incapable of self-support prior to that age: \$95 (\$105) (basic \$70 (\$77) rate increased by \$25 (\$28); total rate with \$25 (\$28) supplement variable where there are other children).
Widow and 2 or more children under age 18: Same rate as that payable to widow alone with following exception: Where total amount payable under the Railroad Retirement Act or Social Security Act, or under sec. 412 of title 38, U.S.C. (veterans' benefits), based upon an assumed fully and currently insured status, is less than \$128, the compensation payable to widow by VA increased by \$25 (\$28) for each child in excess of 1, but the total increase may not exceed the difference between the amounts payable under the above and \$128.	Child or children ages 18 to 21 attending school: Same as basic rate payable to children under age 18 where there is no widow. (Payment barred if child commences program of war orphans' educational assistance.)
Widow and child or children age 18 and above permanently incapable of self-support where incapacity began under age 18: Regular widow's rate payable to widow, plus \$70 (\$77) for each such child payable to child.	
Widow and child or children age 18 but under 21 attending school: Regular widow's rate payable to widow, plus \$35 (\$39) payable to each such child. (Payment barred if child commences program of war orphans' educational assistance.)	

Footnotes at end of table.

ered, ordered to a third reading, read the third time, and passed.

Mr. MANSFIELD. Mr. President, I ask unanimous consent to have printed in the RECORD an excerpt from the report (No. 158), explaining the purposes of the bill.

There being no objection, the excerpt was ordered to be printed in the RECORD, as follows:

PURPOSE

The purpose of H.R. 211 is to increase by 10 percent (with fractions rounded off to next higher dollar the monthly rates of dependency and indemnity compensation payable for eligible parents and children of veterans dying of service-connected causes.

GENERAL STATEMENT

Chapter 13 of title 38, United States Code (dependency and indemnity compensation), restates a portion of the Servicemen's and Veterans' Survivor Benefits Act (Public Law 881, 84th Cong., Aug. 1, 1956). This act established a new and modernized benefits program of dependency and indemnity compensation for survivors of veterans dying from service-connected causes on or after January 1, 1957.

The rate of dependency and indemnity compensation payable to widows is geared to basic active service pay. As the service pay is increased the widows' rates under this program are automatically increased. The basic service pay was last increased June 1, 1958. This automatic adjustment is not applicable to the monthly rates for parents (38 U.S.C. 415), children (38 U.S.C. 413-414), or the allowance to widows with children (38 U.S.C. 411(b)) in cases where payments under the Railroad Retirement Act, Social Security Act, or 38 U.S.C. 412 is below a certain amount.

H.R. 211 proposes to increase by 10 percent (with fractions rounded off to the next higher dollar) the rates of dependency and indemnity compensation not subject to automatic adjustment. These rates have not been changed since they were established.

In his budget message of January 17, 1963, the President recommended a cost-of-living increase for the groups covered by this bill. The increase in the rates of dependency and indemnity compensation proposed by H.R. 211 is commensurate with the increased cost of living since the rates in question were established.

The effect of this legislation is as shown in the tables below (italics indicate rates in H.R. 211):

May 13, 1963

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16. OUTDOOR RECREATION. Conferees were appointed on S. 20, the outdoor recreation development bill (p. 7851). Senate conferees have already been appointed.
17. WATERSHED. Received a communication from the Agriculture Committee approving the following watershed projects: Apache Brazito-Mesquite, N. Mex., Callahan Creek, Mo., Conetoe Creek, N.C., and Held, Iowa. p. 7866
18. FEDERAL EMPLOYMENT. Rep. Alger criticized the U.S. Employment Services' competing with private industry in order to work for the Government." pp. 7869-70
Received a letter from the Comptroller General transmitting a report on a review of the policies and practices of the Department of Labor regarding treatment of terminal leave in determining unemployment compensation for former Federal civilian employees and ex-servicemen. p. 7903
19. WATER POLLUTION. Rep. Reuss discussed water pollution problems and urged passage of his bill which "would ban synthetic detergents that did not meet standards of decomposability" which would be set by the Secretary of Health, Education, and Welfare. pp. 7891-2
Received a memorial from the Calif. Legislature relative to establishment of a Federal water pollution control research facility in Calif. p. 7904
20. NATIONAL PARKS; FORESTRY. Rep. Lloyd urged passage of S. 27, to establish the Canyonlands National Park, Utah, which involves a question of access rights-of-way to the proposed Park over certain national-forest lands. pp. 7894-5
The Interior and Insular Affairs Committee reported with amendment H. Con. Res. 61, to express the sense of Congress in respect to marking the Lewis and Clark Trail from St. Louis, Mo., to the Pacific Northwest (H. Rept. 293). p. 7903
21. NATIONAL DEBT. Rep. Short criticized the prospective increase in the debt limit ceiling as pushing "The United States further down the road to national bankruptcy for the convenience of economic theorists." pp. 7895-7
22. TRADE. Rep. Shelley inserted a statement that the biggest U. S. domestic non-subsidized steamship line has taken a neutral stand on the issue of subsidy in the Hawaii freight trade. pp. 7899-7900
23. LAW. Received a letter from the General Services Administration transmitting a proposed bill "to include certain officers and employees of the General Service Administration within the provisions of the United States Code relating to assaults upon, and homicides of, certain officers and employees of the United States as constituting a crime"; to Judiciary Committee. p. 7903
24. EMPLOYEE SALARIES. The Administration Subcommittee of the Post Office and Civil Service Committee (on May 10) voted to report to the full committee H. R. 4837, to provide for the payment of back pay to certain Government officers and employees who were improperly deprived thereof by unwarranted personnel action. p. 7919
Received a letter from Labor transmitting a proposed bill "to amend section 1504 of the Social Security Act regarding the assignment of wages for Federal employees"; to the Ways and Means Committee. p. 7903

ITEMS IN APPENDIX

25. ELECTRIFICATION. Various extensions of remarks and insertions commending TVA on the celebration of its 30th anniversary. pp. A2941, A2944-5, A2953-4
Extension of remarks of Rep. Alger inserting an article, "Unfair and Wasteful," criticizing certain REA co-op loans. p. A2985
Extension of remarks of Rep. Johnson, Wis., commending REA on its 28th birthday and inserting an article by Norman Clapp, REA Administrator, "Rural Electric 'Equalizers'--Why They Are Necessary." pp. A2985-6
26. FARM PROGRAM. Extension of remarks of Rep. Ayres inserting an address by Rep. Taft in which he criticized the administration's farm program. pp. A2942-4
27. FOREST PRODUCTS. Extension of remarks of Rep. Laird inserting the transcript of his television report on the development of the paper industry in Wisc. p. A2945
28. FOREIGN AID. Extension of remarks of Sen. Scott inserting an article, "The Future for Foreign Aid."

BILLS INTRODUCED

29. LANDS. S. 1509, by Sen. McClellan, to authorize reimbursement to owners and tenants of certain lands of interests therein acquired by the United States for certain moving expenses, losses, and damages; to Government Operations Committee. Remarks of author, pp. 7788-9
S. 1527, by Sen. Bible, to amend the act of May 29, 1958, with respect to payment of moving expenses of owners and tenants of land acquired for the national park system; to Interior and Insular Affairs Committee
30. COTTON. S. 1511, by Sen. Ellender, to encourage increased consumption of cotton to maintain the income of cotton producers, to provide a special research program designed to lower costs of production; to Agriculture and Forestry Committee. Remarks of author, p. 7789
H. R. 6241, by Rep. Dorn, to terminate all acreage controls, loans, and export subsidies for cotton, and to make certain transitional payments to cotton producers; to Agriculture Committee.
31. FARM LABOR. H. R. 6242, by Rep. Gill, to provide for the registration of contractors of migrant agricultural workers; to Education and Labor Committee.
32. FOREIGN TRADE. H. R. 6234, by Rep. Ashley, to amend section 526 of the Tariff Act of 1930 to prohibit the importation of merchandise covered by an American copyright or design patent; to Ways and Means Committee. Remarks of author, pp. 7900-1
33. PERSONNEL. H. R. 6239, by Rep. Derwinski, to help maintain the financial solvency of the Federal Government by reducing nonessential expenditures through reduction in personnel in various agencies of the Federal Government by attrition; to Post Office and Civil Service Committee.
34. PROPERTY. S. 1508, by Sen. McClellan, to amend the Federal Property and Administrative Services Act of 1949, as amended, to improve the administration of transfers and conveyances of certain real property for various public uses; to Government Operations Committee. Remarks of author, pp. 7783-8

SUBROC was cut by the Senate to the extent of \$12.2 million. This sum was restored, the Senate receding.

The Senate cut eight naval vessels from the bill. The House recedes with respect to these naval vessels. The amount involved is \$150.4 million.

The House had added to its bill two nuclear attack submarines. These were deleted by the Senate. The conferees agreed that these ships should not be included in the bill and the House recedes.

In research and development the Senate had imposed a 3 percent cut totalling \$32.6 million. The House recedes.

Air Force

The Senate had cut the F-4C and the RF-4C by a total of \$154.3 million. The conferees agreed to restore \$84.3 million of this amount, the Senate receding with an amendment.

In the case of the T-38A the Senate had deleted \$8 million. The House recedes. The House also recedes with respect to the \$32.4 million deleted by the Senate for the HC-130E.

All of the Senate deletions of below the line items for Air Force aircraft totalling \$35.3 million were restored by the conferees, the Senate receding.

\$67.6 million for the Minuteman missile had been deleted by the Senate. All of this sum was restored to the bill, the Senate receding. All of the Senate deletions of below the line items for Air Force missiles, totalling \$8.2 million, were restored by the conferees, the Senate receding.

The 3 percent cut in research and development, involving \$41.5 million, was agreed to by the conferees, the House receding.

SUMMARY

The bill as presented to the Congress by the President totaled \$15,358,691,000. The bill as reported out of the House totaled \$15,856,391,000. The bill as it passed the Senate totaled \$14,951,491,000.

The bill as agreed to in conference totals \$15,314,291,000. This sum is \$542,100,000 less than the bill as it passed the House and is \$44,400,000 below the bill as presented to the Congress by the President.

CARL VINSON,
L. MENDEL RIVERS,
PHILIP J. PHILBIN,
F. EDWARD HEBERT,
LESLIE C. ARENDS,
LEON H. GAVIN,
WALTER NORBLAD,

Managers on the Part of the House.

FEDERAL AND STATE PROGRAMS RELATING TO OUTDOOR RECREATION

Mr. ASPINALL. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, with House amendments thereto, insist on the House amendments, and agree to the conference asked by the Senate.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

The Chair hears none, and appoints the following conferees: Messrs. ASPINALL, O'BRIEN of New York, MORRIS, SAYLOR, and CHENOWETH.

THE LATE HONORABLE JED J. JOHNSON

The SPEAKER. The Chair recognizes the gentleman from Oklahoma [Mr. WICKERSHAM].

Mr. WICKERSHAM. Mr. Speaker, when Judge Jed J. Johnson passed away May 7, 1963, it could well be said that Oklahoma lost one of its greatest public servants. Jed Johnson was a very close personal friend of mine. It was my privilege to serve in Congress with him. The Johnson's were intimate friends of Mrs. Wickersham and myself.

Jed Johnson was a representative of the people in every sense of the word. He served in the House of Representatives through perhaps two of the most perilous times this country has ever seen—1927 to 1947—through a great depression and a world war.

The people of his district came first with Jed Johnson. He once got into a squabble with the late Harold Ickes, the former Secretary of Interior, concerning the wishes of his constituents. I should like to quote from an article appearing in the Washington, D.C., Evening Star, of September 4, 1946, by Harold L. Ickes, with the permission of the copyright holder, Hall Syndicates, Inc., New York.

With the coming of the war, Interior sought to operate on as little money as possible. We thought we could dispense with the various Indian fairs that were being held every summer. Jed Johnson agreed, except as to the Anadarko Fair held in his congressional district. Despite a reduction of over \$100,000 in the appropriation that financed Indian fairs, in July of 1943 he wired to the Indian Service: "Have assured Indians they will receive at least \$2,000 and probably \$2,500. Please bear in mind there will be another day." Without advising me, the Indian Service yielded, and Anadarko held the only Indian fair in the country.

Jed Johnson not only served his constituents well while in Congress, but he served his fellow Washington residents by teaching a men's Bible class for more than 17 years. One of his former Bible class students said in 1944:

Representative Johnson always impresses the class with his deep knowledge of the Bible and the splendid style in which he presents his material. He speaks without notes, but his lectures are obviously well prepared. He is a man's man in all he does.

Until his death last week, Jed Johnson had served ably since 1947 as a judge in the U.S. Customs Court, upon appointment by former President Harry S. Truman. Jed Johnson served his profession, his State, and his God in the most able manner. I wish to express my sympathies to the members of his beloved family at this time.

Mr. ALBERT. Mr. Speaker, will the gentleman yield?

Mr. WICKERSHAM. I yield to the gentleman from Oklahoma.

Mr. ALBERT. Mr. Speaker, I join my colleague from Oklahoma [Mr. WICKERSHAM] in this tribute to a great Oklahoman and a former distinguished Member of the House, the late Jed Joseph

Johnson. Jed Johnson was my friend for many years. I knew him when he was a member of the Oklahoma State Senate more than 35 years ago. He served the old Oklahoma Sixth Congressional District in the House for more than 20 years. At the time of his defeat in 1946 he was a ranking member of the Committee on Appropriations and chairman of the Subcommittee on the Interior. In my State and elsewhere he has left many monuments to his service. He was devoted to the job of building up our Indian schools and in advancing the cause of Indian health and education. He was a devoted Member of the House. Since 1947 he has served with distinction as a U.S. judge on the customs court. He has been eligible for retirement for several years, but he refused to quit working until the end.

Jed Johnson has been my friend over the years. Mrs. Albert and I lived in his house when we were first married.

He has left a fine family. His son, Jed Johnson, Jr., used to work as a page in the House after his father had left the House. Many Members may also remember him.

To Mrs. Johnson and the children and grandchildren of Jed Johnson, Mrs. Albert and I extend our heartfelt sympathy.

(Mr. ALBERT asked and was given permission to revise and extend his remarks.)

(Mr. JARMAN (at the request of Mr. WICKERSHAM) was given permission to extend his remarks at this point in the RECORD.)

Mr. JARMAN. Mr. Speaker, I am honored to join with my colleagues in paying tribute to the life, service, and memory of Jed Joseph Johnson. Born in Ellis County, Tex., Ed Johnson moved to Oklahoma in 1888, attended its public schools, and graduated in 1915 with a degree in law from the University of Oklahoma. After postgraduate work in France, he was admitted to the bar and commenced the practice of law in Walters, Okla. Seven years as a member of the Oklahoma State Senate prepared him for a congressional career which began in March of 1927 and did not end until he accepted a judgeship on the U.S. custom court in 1947.

Mr. Speaker, we all admire courage. We all respect patriotism. We all pay homage to integrity and loyalty. Jed Johnson had all of these qualities in great abundance. He displayed them as he sought, strove and tried to represent the State he so greatly loved. As the inspired record speaks of the disciple Barnabas, Jed Johnson was a "good" man. He was a good man because his life as a public servant was one in which he performed good works and kind deeds. He was a great Oklahoman. The inspiration of the Great Plains was in his being. The promise of the soil was in his character. The very directness of nature was in all his thoughts and all his utterances. A great Oklahoman and a good person;

but most of all Jed Johnson was a great American.

His life was dedicated to America. He was devoted to the causes that have made our Nation the unchallenged leader of the free world. He was devoted to progress and thus did not fear new fields and new programs. His service in this House speaks for itself and the record he made is worthy of imitation by all men. Truly, Jed Johnson was a giant among Americans.

Finally, Mr. Speaker, to his wife and fine family I extend my deepest sympathy. I am sure, however, they draw consolation in knowing that his was a life well lived, that his was a life well spent. They know that Jed Johnson would say with the poet:

Today the journey is ended,
I have worked out the mandates of fate;
Naked, alone, undefended,
I knock at the uttermost gate.

Behind is life and its longing,
Its trial, its trouble, its sorrow;
Beyond is the infinite morning
Of a day without a tomorrow.

Lo, the gate swings wide at my knocking,
Across endless reaches I see
Lost friends with laughter come flocking
To give a glad welcome to me.

Farewell, the maze has been threaded,
This is the ending of strife;
Say not that death should be dreaded—
'Tis but the beginning of life.

Mr. WICKERSHAM. Mr. Speaker, I ask unanimous consent that all other members of the Oklahoma delegation be permitted to revise and extend their remarks immediately following those of the gentleman from Oklahoma [Mr. JARMAN].

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. BELCHER. Mr. Speaker, there are frequently times when one yearns for soft words and tender phrases that could convey cherished memories, warmed by the sunlight of friendship stored in long years of association, hard work and daily deeds and kindnesses. Such a time is now; for my dear friend, the Honorable Jed Joseph Johnson, of Chickasha, Okla., has passed from our sight, bequeathing me a rich legacy of fond memories, wise counsel and hearty laughter.

When I first came to Washington in 1941, as executive secretary to Ross Ritzley, I had the wonderful opportunity of becoming well acquainted with Jed, who gave so freely of his time, his friendship and his help.

Jed had that rare combination of honesty, sincerity, love and humility to make a friend of everyone he came in contact with, regardless of party affiliation or personality. And these were well-nourished qualities which he daily tended and cultivated.

They sprouted forth as he grew from a boy's farm life and public schooling and progressed to law school at the University of Oklahoma. They waxed strong and tall as he served his country in World War I. Healthy leaves sprang forth when his experience broadened later as an editor, a State senator, and a delegate to the annual Peace Confer-

ence of the Interparliamentary Union at Paris in 1927 and 1937, and at Geneva in 1929.

And then Jed's budding life blossomed into that magnificent flower of human love and understanding which inevitably was picked for high public service. Jed was elected to Congress. As a Democrat from our State of Oklahoma, he came to Washington as a Member of the 70th Congress, and then was reelected for the nine succeeding Congresses, serving 18 years in all.

But Jed's work was not finished, and the blossom was still fresh and fragrant; for Jed was called to serve at another pillar of our American society. In 1947, he was appointed by President Harry S. Truman to the U.S. customs court. There he diligently labored until his passing.

I will never forget Jed, for his ideas, his counsel, and his contributions will ever be alive in my thoughts; and both Mrs. Belcher and I extend our most heartfelt sympathy to his wonderful wife, Mrs. Beatrice L. Johnson, now of New York City, and to his son and his three daughters.

I could dwell for hours on the Jed I knew, from whose affluent life I gleaned so much of the sunlight of warm friendship; but in his case there is no need, for he shared it freely with all.

Mr. WICKERSHAM. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to extend their remarks at this point in the RECORD on the subject of the late Honorable Jed Johnson.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

DO BRITISH AIR FARES MATCH BRITISH OCEAN RATES TO CUBA?

(Mr. ROGERS of Florida asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. ROGERS of Florida. Mr. Speaker, the British Government has warned two U.S. airlines to increase their transatlantic fares or risk action by the British to detain their aircraft.

As a member of the Interstate and Foreign Commerce Committee, which has jurisdiction over commercial air fares, I find this news very disturbing. It comes at a time when Anglo-American relations must be preserved and strengthened, and the United States is making every attempt to do so.

Just recently the Congress approved honorary citizenship for Sir Winston Churchill, an unprecedented move by the American people to honor a great British figure.

And the U.S. Government has done little to actively discourage the regular stream of British merchant vessels calling in the ports of Communist Cuba, despite my regular protests of this situation. In the past two weeks, 5 British ships have aided the Moscow to Havana pipeline by calling in Cuba, and total British ocean traffic to Castro's island numbers 26 ships since the start of this

year. Nearly half of these ships were tankers.

The U.S. and British Governments will conduct negotiations shortly in an effort to settle differences in transatlantic air fares. I strongly urge that these discussions include firm U.S. demands that British shipping to Cuba be suspended. A settlement of this kind would do much to preserve the close ties between England and America.

THE 12TH ANNUAL REPORT OF THE NATIONAL SCIENCE FOUNDATION

(Mr. SNYDER asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. SNYDER. Mr. Speaker, I would like to take this time to bring to the attention of the House, the 12th Annual Report of the National Science Foundation. As a newcomer this report is most interesting, particularly, appendix C, pages 176 to 230, which enumerates the research grants. As I understand it, this Foundation spends \$261 million of which \$88½ million is for the research grants.

I do not want my statement today to be an indictment of this work, but a momentary note of question. You see, Mr. Speaker, I come from a basically industrial district and I would like to be able to explain to my factory workers the necessity of spending \$48,300 of their hard-earned money for a study of "Genetics of Sex Expression in Plants." I am inclined to think that my people will feel that the plants have successfully expressed themselves in this area with the help of nature and without Government intervention for 2000 years—and they may expect me to have some answers for them. Mr. Speaker, they may also question spending \$5,500 to study "Hybridization and Evolutionary Divergence in Tree Frogs" or they may wonder about spending \$12,900 to study "Gene Action in Cytoplasmic Sterility of Sorghum." My people are fond of tree frogs and they like sorghum very much, but I doubt that a one of them is very concerned about whether their molasses is sterile or fertile.

So, Mr. Speaker, if some of the Members who have been around for awhile would tell me how I could explain some of these studies, I would appreciate it. They might include explanations for such studies as \$8,300 for a study of "Comparative Genetics of the Deer Mouse and the Laboratory Mouse," and \$29,700 for a study of "Incompatibility Factors in Schizophyllum"—whatever that is—and many others that appear on the 50-odd pages mentioned.

SUPPLEMENTAL APPROPRIATION BILL, 1963

Mr. THOMAS submitted the following conference report and statement on the bill (H.R. 5517) making supplemental appropriations for the fiscal year ending June 30, 1963, and for other purposes:

May 15, 1963

#12

10. FOREIGN TRADE. Sen. Morse stated that it "would appear that there is an increasing interest developing along the west coast on the part of a substantial segment of business opinion in favor of opening up trade doors through the Red Chinese bamboo wall", referred to past trade with China in grains and lumber, and inserted an article, "U. S. Ban on Peiping Trade Spurs Debate." pp. 8172-3

HOUSE

11. OUTDOOR RECREATION. Received the conference report on S. 20, the outdoor recreation development bill (H. Rept. 303). pp. 8102-3, 8130
The statement of explanation by the managers on the part of the House states that the conferees agreed to the House language permitting advance payments to be made to parties engaged in outdoor recreation research under contract with Interior; to drop the House language requiring annual reports on all donations received under authority of the Act; to retain the House language requiring consultation between Interior and the heads of other interested departments and agencies with respect to their conduct of recreational activities and to Interior's conduct of activities under the new Act and require all Federal departments to carry out their recreational responsibilities in conformity with the nationwide plan that Interior is to compile; and to delete the House amendment limiting the amount authorized to be appropriated annually for this act, with the understanding that the Secretary of Interior "is expected to and will report to the Committees on Interior and Insular Affairs of the House and Senate at any time that it is necessary for him to request \$3 million or more to carry out section 2 of the act and that he will at that time make full justification for the request."
12. FARM LABOR. The Rules Committee reported a resolution for consideration of H. R. 5497, to extend the Mexican farm labor program through Dec. 31, 1965. pp. 8102, 8130.
13. PUBLIC DEBT. By a vote of 213 to 204, passed without amendment H. R. 6009, to provide for temporary increases in the public debt limit to \$307 billion from date of enactment of the bill until June 30, 1963, and to \$309 billion from July 1, 1963 to August 31, 1963. Rejected, 195 to 222, a motion by Rep. Byrnes (Wisc.) to recommit the bill. pp. 8062-8102.
Rep. Mosher stated that "Congress really has no intention of staying within whatever limit" it authorizes as the legal debt limit. p. 8129
14. LEGISLATIVE REORGANIZATION. The Government Operations Committee voted to report (but did not actually report) H. R. 3496, to extend the Reorganization Act of 1949 until June 1, 1965. p. D330
15. GRAINS. Rep. Duncan inserted an Ore. Legislature memorial urging Congress "to establish and maintain stable and equitable price relationships among the various grains." pp. 8107-8
16. APPROPRIATIONS. Conferees were appointed on H. R. 5366, the Treasury, Post Office, and Executive Office appropriation bill for 1964 (p. 8061). Senate conferees have already been appointed.
17. BUDGETING. Reps. Reid (N.Y.) and Schwengel inserted an article by Gen. Eisenhower criticizing the possible results of planned deficit government spending. pp. 8108-12, 8123-6

18. FISHERIES. Received from Interior a report on the activities of Federal aid in fish restoration program. p. 8129
19. EXPORT-IMPORT BANK. Received a letter from the Comptroller General transmitting a report on the audit of the Export-Import Bank (H. Doc. 113). pp. 8129-30
20. FLOOD CONTROL. The Public Works Committee reported without amendment H. R. 6016, authorizing additional appropriations for prosecution of projects in certain river basin plans for flood control, navigation, and other purposes (H. Rept. 299). p. 8130
21. EDUCATION. The Education Subcommittee of the Education and Labor Committee voted to report to the full committee H. R. 4878 (amended), to extend for 1 year the Federal programs of aiding education in impacted areas. p. D330
22. ELECTRIFICATION. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 4062 (amended), to amend the act authorizing the transmission and disposition of electric energy generated at Falcon Dam. p. D330
23. RECLAMATION. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 5312 (amended), to increase the authorization for appropriation for continuing work in the Missouri River Basin by Interior. p. D330

ITEMS IN APPENDIX

24. MINERALS. Extension of remarks of Sen. Bennett commending and inserting a statement, "Strategic Mineral Strength Through Stockpiling." p. A3037
25. DOMESTIC PEACE CORPS. Extension of remarks of Rep. Dorn inserting a S.C. General Assembly resolution opposing the proposed Domestic Peace Corps. p. A3040
26. FOREIGN AID. Extension of remarks of Sen. Fulbright inserting an article, "Aiding Farmers In Foreign Lands Soul-Satisfying Work." pp. A3040-1
Extension of remarks of Rep. Gross inserting an article by Rep. Passman, "Foreign Aid: Success or Failure?" pp. A3049-51
Extension of remarks of Rep. Hemphill inserting an article critical of foreign aid programs. p. A3064
27. ELECTRIFICATION. Extension of remarks of Sen. Kefauver inserting an article saluting TVA on its 30th birthday. p. A3041
28. WOOL. Extension of remarks of Sen. McIntyre inserting a resolution urging the administration to "promptly make use of the resources at its command" to aid the wool textile industry. p. A3051
29. QUALITY STABILIZATION. Extension of remarks of Rep. Madden inserting a statement on the need for a nationally applicable quality stabilization law. pp. A3057-60
30. APPLES. Extension of remarks of Rep. Marsh inserting a report, "Supplementary Juice for Infants," describing the use and value of apple juice in the feeding of infants. pp. A3060-1
31. OPINION POLL. Extension of remarks of Rep. Hull inserting the results of an opinion poll, including questions on farm legislation. pp. A3061-2
32. PUBLIC DEBT. Extension of remarks of Rep. Hanna stating that "...setting rigid limits on the debt can force the administration to deal in fiscal subterfuge." p. A3070

FEDERAL AND STATE PROGRAMS RELATING TO OUTDOOR RECREATION

MAY 15, 1963.—Ordered to be printed

Mr. ASPINALL, from the committee of conference, submitted the
following

CONFERENCE REPORT

[To accompany S. 20]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House to the text of the bill, and agree to the same with an amendment as follows:

In lieu of the language inserted by the House amendment insert the following:

That the Congress finds and declares it to be desirable that all American people of present and future generations be assured adequate outdoor recreation resources, and that it is desirable for all levels of government and private interests to take prompt and coordinated action to the extent practicable without diminishing or affecting their respective powers and functions to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.

SEC. 2. In order to carry out the purposes of this Act, the Secretary of the Interior is authorized to perform the following functions and activities:

(a) *INVENTORY.*—Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States.

(b) *CLASSIFICATION.*—Prepare a system for classification of outdoor recreation resources to assist in the effective and beneficial use and management of such resources.

(c) *NATIONWIDE PLAN.*—Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans

of the various Federal agencies, States, and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and recommend desirable actions to be taken at each level of government and by private interests. The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

(d) *TECHNICAL ASSISTANCE*.—Provide technical assistance and advice to and cooperate with States, political subdivisions, and private interests, including nonprofit organizations, with respect to outdoor recreation.

(e) *REGIONAL COOPERATION*.—Encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

(f) *RESEARCH AND EDUCATION*.—(1) Sponsor, engage in, and assist in research relating to outdoor recreation, directly or by contract or cooperative agreements, and make payments for such purposes without regard to the limitations of section 3648 of the Revised Statutes (31 U.S.C. 529) concerning advances of funds when he considers such action in the public interest, (2) undertake studies and assemble information concerning outdoor recreation, directly or by contract or cooperative agreement, and disseminate such information without regard to the provisions of section 4154, title 39, United States Code, and (3) cooperate with educational institutions and others in order to assist in establishing education programs and activities and to encourage public use and benefits from outdoor recreation.

(g) *INTERDEPARTMENTAL COOPERATION*.—(1) Cooperate with and provide technical assistance to Federal departments and agencies and obtain from them information, data, reports, advice, and assistance that are needed and can reasonably be furnished in carrying out the purposes of this Act, and (2) promote coordination of Federal plans and activities generally relating to outdoor recreation. Any department or agency furnishing advice or assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

(h) *DONATIONS*.—Accept and use donations of money, property, personal services, or facilities for the purposes of this Act.

SEC. 3. In order further to carry out the policy declared in section 1 of this Act, the heads of Federal departments and independent agencies having administrative responsibility over activities or resources the conduct or use of which is pertinent to fulfillment of that policy shall, either individually or as a group, (a) consult with and be consulted by the Secretary from time to time both with respect to their conduct of those activities and their use of those resources and with respect to the activities which the Secretary of the Interior carries on under authority of this Act which are pertinent to their work, and (b) carry out such responsibilities in general conformance with the nationwide plan authorized under section 2(c) of this Act.

SEC. 4. As used in this Act, the term "United States" shall include the District of Columbia and the terms "United States" and "States"

may, to the extent practicable, include the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

And the House agree to the same.

That the Senate recede from its disagreement to the amendment of the House to the title of the bill, and agree to the same.

WAYNE N. ASFINALL,
LEO W. O'BRIEN,
THOMAS G. MORRIS,
JOHN P. SAYLOR,
J. EDGAR CHENOWETH,

Managers on the Part of the House.

HENRY M. JACKSON,
CLINTON P. ANDERSON,
ALAN BIBLE,
THOMAS H. KUCHEL,
LEN B. JORDAN,

Managers on the Part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon and recommended in the accompanying conference report, as to the amendments to the text and title of the bill:

S. 20, as it passed the House, differed from the bill as it came from the Senate in 10 respects. The committee of conference recommends that the House language be retained in eight cases and that the House recede in the other two as follows:

(1) The first section of the bill was amended on the floor of the House to express the thought that assurance of adequate outdoor recreation resources is "desirable" rather than that the general welfare "requires" such assurance, and that coordinated action on the part of the various levels of government and of private interests in this field "to the extent practicable without diminishing or affecting" their powers and functions is "desirable" rather than "required." The conferees agreed to the House language.

(2) In section 2 of the bill, the House struck out language referring to the Recreation Advisory Council and incorporated in a new section strengthened language with respect to coordination between the various departments in the recreation field. The conferees agreed to this change.

(3) The House struck out, in section 2(c), a provision requiring the nationwide outdoor recreation plan which is to be prepared under authority of this act to "identify" desirable actions to be taken at the various levels of government and by private interests and substituted "recommend" for the quoted word. The conferees concurred in this change.

(4) The House version of section 2(f) of the bill permitted advance payments to be made to parties engaged in outdoor recreation research under contract with the Secretary of the Interior. The Senate version limited such payments to contracting educational and other nonprofit institutions and then only for their initial costs. The conferees agreed to the House language.

(5) The House amendment corrected a statutory citation to title 39, United States Code. The conferees agreed thereto.

(6) The House amendment corrected a misspelled word in section 2(g). The conferees agreed thereto.

(7) The House version added to section 2(h) of S. 20 a proviso requiring annual reports on all donations received under authority of the act. The conferees agreed that this language should be dropped because of the understandable reluctance of potential contributors to

the program to having their names broadcast to the world thereby subjecting themselves to importunities from other quarters.

(8) The House added to S. 20 a new section 3 requiring consultation between the Secretary of the Interior and the heads of other interested departments and agencies with respect to their conduct of recreational activities and to the Secretary's conduct of activities under the new act and requiring, furthermore, that all Federal departments carry out their recreational responsibilities in conformity with the nationwide plan that the Secretary is to compile. The conferees agreed to retention of the House language.

(9) Clarifying changes were made by the House to the definitions section of the bill. The conferees agreed to these changes.

(10) The House added a new section to the bill limiting the amount authorized to be appropriated annually for the purposes of the act. In a full discussion of the merits of such a limitation in this type of case, it was brought out that no agency in the Department of the Interior with a continuing program is limited with respect to the amount it may request for administrative and similar personal service expenditures, that if such a limitation were included it would have to be amended each time, for instance, that a Federal pay raise bill is enacted unless it were more generous than now appears to be warranted, and that if such an excess limitation were included there might be strong temptation on the part of the agency to bring its expenditures up to this figure as soon as possible. The House conferees therefore reluctantly agreed that the House should recede on this point, it being the understanding of all members of the conference committee that the Secretary is expected to and will report to the Committees on Interior and Insular Affairs of the House and Senate at any time that it is necessary for him to request \$3 million or more to carry out section 2 of the act and that he will at that time make full justification for the request.

The House also amended the title to conform to the body of the bill and the conference committee agreed.

WAYNE N. ASPINALL,
LEO W. O'BRIEN,
THOMAS G. MORRIS,
JOHN P. SAYLOR,
J. EDGAR CHENOWETH,
Managers on the Part of the House.



Mr. Chairman, this is a very important bill. This is one that should appeal to all of us in our responsibility as American citizens and as legislators, without regard to our party. The record is clear that during the 8 years of the Eisenhower administration the Democratic Party assumed its responsibility, overwhelmingly supported increases and extensions. The record is now that last year the Republican Members overwhelmingly voted against such a bill and the evidence seems to be clear today that they are going to do the same thing. I hope that my Democratic friends will vote for this bill and that sufficient Republican Members will vote with us to give it an overwhelming majority.

The CHAIRMAN. All time has expired.

Under the rule, the bill is considered as having been read for amendment.

The bill is as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the public debt limit set forth in the first sentence of section 21 of the Second Liberty Bond Act, as amended (31 U.S.C. 757b), shall be temporarily increased—

(1) during the period beginning on the date of the enactment of this Act and ending on June 30, 1963, to \$307,000,000,000, and

(2) during the period beginning on July 1, 1963, and ending on August 31, 1963, to \$309,000,000,000. During the period ending on June 30, 1963, the limit provided by paragraph (1) shall be in lieu of the limits provided by the Act of July 1, 1962 (Public Law 87-512; 76 Stat. 124).

The CHAIRMAN. Under the rule, no amendments are in order to the bill except amendments offered by direction of the Committee on Ways and Means.

Are there any committee amendments?

Mr. MILLS. There are no committee amendments.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. GRAY, Chairman of the Committee of the Whole House on the State of the Union, reported that the Committee, having had under consideration the bill (H.R. 6009) to provide, for the periods ending June 30, 1963, and August 31, 1963, temporary increases in the public debt limit set forth in section 21 of the Second Liberty Bond Act pursuant to House Resolution 337, he reported the bill back to the House.

The SPEAKER. Under the rule, the previous question is ordered.

The question is on engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

Mr. BYRNES of Wisconsin. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the bill?

Mr. BYRNES of Wisconsin. I am, Mr. Speaker.

The SPEAKER. The gentleman qualifies.

The Clerk will report the motion to recommit.

The Clerk read as follows:

Mr. BYRNES of Wisconsin moves to recommit the bill (H.R. 6009) to the Committee on Ways and Means with instructions to report the same back to the House forthwith with the following amendment: Strike out all after the enacting clause and insert: "That (a) the first sentence of section 21 of the Second Liberty Bond Act, as amended (31 U.S.C. 757b), is amended to read as follows: "The face amount of obligations issued under authority of this Act, and the face amount of obligations guaranteed as to principal and interest by the United States (except such guaranteed obligations as may be held by the Secretary of the Treasury), shall not exceed in the aggregate \$305,000,000,000 outstanding at any one time."

"(b) The Act entitled 'An Act to provide for a temporary increase in the public debt limit set forth in section 21 of the Second Liberty Bond Act', approved July 1, 1962 (Public Law 87-512; 76 Stat. 124), is repealed."

Mr. MILLS. Mr. Speaker, I move the previous question.

The previous question was ordered.

The SPEAKER. The question is on the motion to recommit.

Mr. BYRNES of Wisconsin. On that, Mr. Speaker, I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 195, nays 222, answered "present" 1, not voting 15, as follows:

[Roll No. 51]

YEAS—195

Abbt	Cornett	Kunkel
Abele	Cramer	Kyl
Abernethy	Cunningham	Lalrd
Adair	Curtin	Langen
Alger	Curtis	Latta
Anderson	Dague	Lennon
Andrews	Derounian	Lindsay
Arends	Derwinski	Lipscomb
Ashbrook	Devine	Lloyd
Auchincloss	Dole	McClary
Avery	Dorn	McCulloch
Ayres	Dowdy	McDade
Baker	Dwyer	McIntire
Baldwin	Ellsworth	McLokey
Barry	Findley	MacGregor
Bates	Fino	Maillard
Battin	Ford	Marsh
Becker	Foreman	Martin, Calif.
Beermann	Fountain	Martin, Mass.
Belcher	Frelinghuysen	Martin, Nebr.
Bell	Fulton, Pa.	Mathias
Bennett, Mich.	Gathings	May
Berry	Gavin	Meader
Betts	Glenn	Michel
Bolton	Goodell	Miller, N.Y.
Frances P.	Goodling	Milliken
Bolton	Griffin	Minshall
Oliver P.	Grover	Moore
Bow	Gurney	Morse
Bray	Haley	Morton
Brock	Hall	Mosher
Bromwell	Halleck	Nelsen
Broomfield	Halpern	Norblad
Brotzman	Harrison	Nygaard
Brown, Ohio	Harsha	O'Konski
Broyhill, N.C.	Harvey, Ind.	Osmers
Broyhill, Va.	Harvey, Mich.	Ostertag
Bruce	Hoeven	Passman
Burton	Hoffman	Pelly
Byrnes, Wis.	Horan	Pike
Cahill	Horton	Pillion
Cannon	Hosmer	Pirnie
Casey	Huddleston	Poff
Cederberg	Hutchinson	Pool
Chamberlain	Jensen	Quie
Chenoweth	Johansen	Quillen
Clausen	Jonas	Reid, Ill.
Cleveland	Keith	Reid, N.Y.
Collier	Kilburn	Reifel
Colmer	King, N.Y.	Rhodes, Ariz.
Conte	Knox	Rich

Riehlman
Robison
Roudebush
Rumsfeld
St. George
Saylor
Schadeberg
Schneebeli
Schweiker
Schwengel
Short
Shriver
Sibal
Siler
Skubitz

Smith, Calif.
Snyder
Springer
Stafford
Stinson
Talcott
Teague, Calif.
Thomson, Wis.
Tollefson
Tuck
Tupper
Utt
Van Pelt
Waggonner
Wallhauser

Watson
Weaver
Weltner
Whalley
Wharton
Whitener
Whitten
Widnall
Williams
Wilson, Bob
Wilson, Ind.
Winstead
Wyder
Wyman

NAYS—222

Addabbo
Albert
Ashley
Ashmore
Aspinall
Baring
Barrett
Bass
Beckworth
Bennett, Fla.
Blatnik
Boggs
Boland
Bolling
Brademas
Brooks
Brown, Calif.

Hagen, Ga.
Hagen, Calif.
Hanna
Hansen
Hardy
Harris
Hawkins
Hays
Healey
Hechler
Hemphill
Henderson
Herlong
Holifield
Holland
Hull

Patman
Patten
Pepper
Perkins
Philbin
Pitcher
Poage
Powell
Price
Pucinski
Purcell
Rains
Randall
Reuss
Rhodes, Pa.
Rivers, Alaska

Buckley
Burke
Burkhalter
Burleson
Byrne, Pa.
Cameron
Carey
Celler
Chelf
Clancy
Clark
Cohelan
Cooley
Corman
Daddario
Daniels
Davis, Ga.
Davis, Tenn.

Ichord
Jarman
Jennings
Joelson
Johnson, Calif.
Johnson, Wis.
Jones, Ala.
Jones, Mo.
Karsten
Karth
Kastenmeier
Kee
Kelly
Keogh
Kilgore
Kling, Calif.
Klirwan
Kluczynski

Rivers, S.C.
Roberts, Ala.
Roberts, Tex.
Rodino
Rogers, Colo.
Rogers, Fla.
Rogers, Tex.
Rooney
Roosevelt
Rosenthal
Rostenkowski
Roush
Roybal
Ryan, Mich.
Ryan, N.Y.
St. Germain
St. Onge
Sestret

Dawson
Delaney
Dent
Denton
Dingell
Donohue
Downing
Dulski
Duncan
Edmondson
Edwards
Elliott
Everett
Evins
Fallon
Farbstein
Fascell
Feighan
Finnegan
Fisher
Flood
Flynt
Fraser
Friedel
Fulton, Tenn.

Kornegay
Landrum
Lankford
Leggett
Lesinski
Libonati
Long, La.
Long, Md.
McDowell
McFall
McMillan
Macdonald
Madden
Mahon
Matsunaga
Matthews
Miller, Calif.
Mills
Minish
Monagan

Selden
Senger
Sheppard
Shipley
Sickles
Sikes
Slisk
Slack
Smith, Iowa
Smith, Va.
Staebler
Staggers
Steed
Stephens
Stratton
Stubblefield
Sullivan
Teague, Tex.
Thomas
Thompson, N.J.
Thompson, Tex.

Montoya
Moorhead
Morgan
Morris
Morrison
Moss
Multer
Murphy, Ill.
Murphy, N.Y.
Murray
Natcher
Nedzi
Nix
O'Brien, Ill.
O'Brien, N.Y.
O'Hara, Ill.
O'Hara, Mich.
Olsen, Mont.
Olson, Minn.
O'Neill
Gross

Thornberry
Toll
Trimble
Tuten
Udall
Ullman
Van Deerlin
Vanik
Vinson
Watts
Westland
White
Wickersham
Willis
Wilson
Charles H.
Wright
Young
Zablocki

ANSWERED "PRESENT"—1

Gubser

NOT VOTING—15

Bonner
Diggs
Fogarty
Forrester
Grant

Harding
Hébert
Schenck
Scott
Shelley

Taft
Taylor
Thompson, La.
Walter
Younger

So the motion to recommit was rejected.

The Clerk announced the following pairs:

On this vote:

Mr. Taylor for, with Mr. Walter against.
Mr. Younger for, with Mr. Hébert against.
Mr. Gubser for, with Mr. Shelley against.
Mr. Schenck for, with Mr. Fogarty against.
Mr. Taft for, with Mr. Bonner against.

Until further notice:

Mr. Thompson of Louisiana with Mr. Grant.
Mr. Harding with Mr. Diggs.
Mr. Scott with Mr. Forrester.

Mr. GUBSER. Mr. Speaker, I have a live pair with the gentleman from California [Mr. SHELLEY]. Had he been present he would have voted "nay." I voted "yea." I therefore withdraw my vote and vote "present."

The result of the vote was announced as above recorded.

The SPEAKER. The question is on passage of the bill.

Mr. BYRNES of Wisconsin. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 213, nays 204, not voting 17, as follows:

[Roll No. 52]

YEAS—213

Addabbo	Gilbert	Monagan
Albert	Gill	Montoya
Ashley	Gonzalez	Moorhead
Aspinall	Grabowski	Morgan
Barrett	Gray	Morris
Bass	Green, Oreg.	Morrison
Bennett, Fla.	Green, Pa.	Moss
Blatnik	Griffiths	Multer
Boggs	Hagan, Ga.	Murphy, Ill.
Boland	Hagen, Calif.	Murphy, N.Y.
Bolling	Hanna	Murray
Brademas	Hansen	Natcher
Brooks	Hardy	Nedzi
Brown, Calif.	Harris	Nix
Buckley	Hawkins	O'Brien, Ill.
Burke	Hays	O'Brien, N.Y.
Burkhalter	Healey	O'Hara, Ill.
Byrne, Pa.	Hechler	O'Hara, Mich.
Cameron	Hemphill	Olsen, Mont.
Carey	Henderson	Olson, Minn.
Celler	Herlong	O'Neill
Chelf	Hollifield	Patman
Clark	Holland	Patten
Cohelan	Hull	Pepper
Cooley	Ichord	Peikins
Corman	Jarman	Philbin
Daddario	Jennings	Pike
Daniels	Joelson	Plicher
Davis, Ga.	Johnson, Calif.	Poage
Davis, Tenn.	Johnson, Wis.	Powell
Dawson	Jones, Ala.	Price
Delaney	Jones, Mo.	Pucinski
Dent	Karsten	Purcell
Denton	Karth	Rains
Dingell	Kastenmeier	Randall
Donohue	Kee	Reuss
Downing	Kelly	Rhodes, Pa.
Dulski	Keogh	Rivers, Alaska
Duncan	King, Calif.	Rivers, S.C.
Edmondson	Kirwan	Roberts, Ala.
Edwards	Kluczynski	Roberts, Tex.
Elliott	Kornegay	Rodino
Everett	Landrum	Rogers, Colo.
Evins	Lankford	Rogers, Tex.
Fallon	Leggett	Roosey
Farbstein	Lesinski	Roosevelt
Fascell	Libonati	Rosenthal
Feighan	Long, La.	Rostenkowski
Finnegan	Lopez, Md.	Roush
Flood	McDowell	Roybal
Flynt	McFall	Ryan, Mich.
Fountain	McMillan	Ryan, N.Y.
Fraser	Macdonald	St. Germain
Friedel	Madden	St. Onge
Fulton, Tenn.	Mahon	Selden
Fuqua	Martin, Mass.	Senner
Gallagher	Matsunaga	Sheppard
Garmatz	Matthews	Shipley
Gary	Miller, Calif.	Sickles
Glaimo	Mills	Sikes
Gibbons	Minish	Sisk

Slack
Smith, Iowa
Staebler
Staggers
Steed
Stratton
Stubblefield
Sullivan
Teague, Tex.
Thomas
Thompson, N.J.

Thompson, Tex.
Weltner
White
Wickersham
Willis
Wilson,
Charles H.
Wright
Young
Zablocki

NAYS—204

Abbitt
Abele
Abernethy
Adair
Alger
Anderson
Andrews
Arends
Ashbrook
Ashmore
Auchincloss
Avery
Ayres
Baker
Baldwin
Baring
Barry
Bates
Battin
Becker
Beckworth
Beermann
Belcher
Bell
Bennett, Mich.
Berry
Betts
Bolton,
Frances P.
Bolton,
Oliver P.
Bow
Bray
Brock
Bromwell
Broomfield
Brozman
Brown, Ohio
Broyhill, N.C.
Broyhill, Va.
Bruce
Burleson
Burton
Byrnes, Wis.
Cahill
Cannon
Casey
Cederberg
Chamberlain
Chenoweth
Clancy
Clausen
Cleveland
Collier
Colmer
Conte
Corbett
Cramer
Cunningham
Curtin
Curtis
Dague
Derounlan
Derwinski
Devine
Dole
Dorn
Dowdy
Dwyer

Ellsworth
Findley
Flno
Fisher
Ford
Foreman
Frelinghuysen
Fulton, Pa.
Gathings
Gavin
Glenn
Goodell
Goodling
Griffin
Gross
Grover
Gubser
Gurney
Haley
Hall
Halleck
Halpern
Harrison
Harsha
Harvey, Ind.
Harvey, Mich.
Hoeven
Hoffman
Horan
Horton
Hosmer
Huddleston
Hutchinson
Jensen
Johansen
Jones
Keith
Kilburn
Kilgore
King, N.Y.
Knox
Kunkel
Kyl
Laird
Langen
Latta
Lennon
Lindsay
Lipscomb
Lloyd
McClory
McCulloch
McDade
McIntire
McLoskey
MacGregor
Mailliard
Marsh
Martin, Calif.
Martin, Nebr.
Mathias
May
Meader
Michel
Miller, N.Y.
Milkien
Minshall
Moore
Morse

NOT VOTING—17

Bonner
Diggs
Fogarty
Forrester
Grant
Harding

Hébert
O'Konski
Schenck
Scott
Shelley
Taft

Taylor
Thompson, La.
Walter
Younger

So the bill was passed.

The Clerk announced the following pairs:

On this vote:

Mr. Walter for, with Mr. Taylor against.
Mr. Hébert for, with Mr. Taft against.
Mr. Shelley for, with Mr. Younger against.
Mr. Bonner for, with Mr. Schenck against.

Until further notice:

Mr. Thompson of Louisiana with Mr. Grant.

Mr. Scott with Mr. Forrester.
Mr. Fogarty with Mr. Harding.

Mr. HOLIFIELD changed his vote from "nay" to "yea."

The result of the vote was announced as above recorded.

A motion to reconsider was laid on the table.

LEAVE TO EXTEND

Mr. MILLS. Mr. Speaker, I ask unanimous consent that those Members participating in the debate on the bill just passed may include in connection with their remarks tables, charts, and extraneous matter.

The SPEAKER. Is there objection to the request of the gentleman from Arkansas?

There was no objection.

[Mr. HARSHA'S remarks will appear hereafter in the Appendix.]

AMENDING TITLE V OF THE AGRICULTURAL ACT OF 1949

Mr. SISK, from the Committee on Rules, reported the following privileged resolution (H. Res. 350, Rept. No. 302) which was referred to the House Calendar and ordered to be printed:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the state of the Union for the consideration of the bill (H.R. 5497) to amend title V of the Agricultural Act of 1949, as amended, and for other purposes. After general debate, which shall be confined to the bill and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Agriculture, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

PROMOTING FEDERAL AND STATE PROGRAMS RELATING TO OUTDOOR RECREATION

Mr. MORRIS submitted the following conference report and statement on the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes:

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House to the text of the bill, and agree to the same with an amendment as follows: In lieu of the language inserted by the House amendment insert the following: "That the Congress finds and declares it to be desirable that all Ameri-

can people of present and future generations be assured adequate outdoor recreation resources, and that it is desirable for all levels of government and private interests to take prompt and coordinated action to the extent practicable without diminishing or affecting their respective powers and functions to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.

"SEC. 2. In order to carry out the purposes of this Act, the Secretary of the Interior is authorized to perform the following functions and activities:

"(a) INVENTORY.—Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States.

"(b) CLASSIFICATION.—Prepare a system for classification of outdoor recreation resources to assist in the effective and beneficial use and management of such resources.

"(c) NATIONWIDE PLAN.—Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States, and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions and recommend desirable actions to be taken at each level of government and by private interests. The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

"(d) TECHNICAL ASSISTANCE.—Provide technical assistance and advice to and cooperate with States, political subdivisions, and private interests, including nonprofit organizations, with respect to outdoor recreation.

"(e) REGIONAL COOPERATION.—Encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

"(f) RESEARCH AND EDUCATION.—(1) Sponsor, engage in, and assist in research relating to outdoor recreation, directly or by contract or cooperative agreements, and make payments for such purposes without regard to the limitations of section 3648 of the Revised Statutes (31 U.S.C. 529) concerning advances of funds when he considers such action in the public interest, (2) undertake studies and assemble information concerning outdoor recreation, directly or by contract or cooperative agreement, and disseminate such information without regard to the provisions of section 4154, title 39, United States Code, and (3) cooperate with educational institutions and others in order to assist in establishing education programs and activities and to encourage public use and benefits from outdoor recreation.

"(g) INTERDEPARTMENTAL COOPERATION.—(1) Cooperate with and provide technical assistance to Federal departments and agencies and obtain from them information, data, reports, advice, and assistance that are needed and can reasonably be furnished in carrying out the purposes of this Act, and (2) promote coordination of Federal plans and activities generally relating to outdoor recreation. Any department or agency furnishing advice or assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

"(h) DONATIONS.—Accept and use donations of money, property, personal services, or facilities for the purposes of this Act.

"SEC. 3. In order further to carry out the policy declared in section 1 of this Act, the heads of Federal departments and independent agencies having administrative responsibility over activities or resources the conduct or use of which is pertinent to fulfillment of that policy shall, either individually or as a group, (a) consult with and be consulted by the Secretary from time to time both with respect to their conduct of those activities and their use of those resources and with respect to the activities which the Secretary of the Interior carries on under authority of this Act which are pertinent to their work, and (b) carry out such responsibilities in general conformance with the nationwide plan authorized under section 2(c) of this Act.

"SEC. 4. As used in this Act, the term 'United States' shall include the District of Columbia and the terms 'United States' and 'States' may, to the extent practicable, include the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa."

And the House agree to the same.

That the Senate recede from its disagreement to the amendment of the House to the title of the bill, and agree to the same.

WAYNE N. ASPINALL,
LEO W. O'BRIEN,
THOMAS G. MORRIS,
JOHN P. SAYLOR,
J. EDGAR CHENOWETH,

Managers on the Part of the House.

HENRY M. JACKSON,
CLINTON P. ANDERSON,
ALAN BIBLE,
THOMAS H. KUCHEL,
LEN JORDAN,

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon and recommended in the accompanying conference report, as to the amendments to the text and title of the bill:

S. 20, as it passed the House, differed from the bill as it came from the Senate in ten respects. The committee of conference recommends that the House language be retained in eight cases and that the House recede in the other two as follows:

(1) The first section of the bill was amended on the floor of the House to express the thought that assurance of adequate outdoor recreation resources is "desirable" rather than that the general welfare "requires" such assurance, and that coordinated action on the part of the various levels of government and of private interests in this field "to the extent practicable without diminishing or affecting" their powers and functions is "desirable" rather than "required." The conferees agreed to the House language.

(2) In section 2 of the bill, the House struck out language referring to the Recreation Advisory Council and incorporated in a new section strengthened language with respect to coordination between the various departments in the recreation field. The conferees agreed to this change.

(3) The House struck out, in section 2(c), a provision requiring the nationwide outdoor recreation plan which is to be prepared under authority of this Act to "identify" desirable actions to be taken at the various levels of government and by private interests and substituted "recommend" for the quoted word. The conferees concurred in this change.

(4) The House version of section 2(f) of the bill permitted advance payments to be

made to parties engaged in outdoor recreation research under contract with the Secretary of the Interior. The Senate version limited such payments to contracting educational and other nonprofit institutions and then only for their initial costs. The conferees agreed to the House language.

(5) The House amendment corrected a statutory citation to title 39, United States Code. The conferees agreed thereto.

(6) The House amendment corrected a misspelled word in section 2(g). The conferees agreed thereto.

(7) The House version added to section 2(h) of S. 20 a proviso requiring annual reports on all donations received under authority of the Act. The conferees agreed that this language should be dropped because of the understandable reluctance of potential contributors to the program to having their names broadcast to the world thereby subjecting themselves to importunities from other quarters.

(8) The House added to S. 20 a new section 3 requiring consultation between the Secretary of the Interior and the heads of other interested departments and agencies with respect to their conduct of recreational activities and to the Secretary's conduct of activities under the new Act and requiring, furthermore, that all Federal departments carry out their recreational responsibilities in conformity with the nationwide plan that the Secretary is to compile. The conferees agreed to retention of the House language.

(9) Clarifying changes were made by the House to the definitions section of the bill. The conferees agreed to these changes.

(10) The House added a new section to the bill limiting the amount authorized to be appropriated annually for the purposes of the act. In a full discussion of the merits of such a limitation in this type of case, it was brought out that no agency in the Department of the Interior with a continuing program is limited with respect to the amount it may request for administrative and similar personal service expenditures, that if such a limitation were included it would have to be amended each time, for instance, that a Federal pay raise bill is enacted unless it were more generous than now appears to be warranted, and that if such an excess limitation were included there might be strong temptation on the part of the agency to bring its expenditures up to this figure as soon as possible. The House conferees therefore reluctantly agreed that the House should recede on this point, it being the understanding of all members of the conference committee that the Secretary is expected to and will report to the Committees on Interior and Insular Affairs of the House and Senate at any time that it is necessary for him to request \$3 million or more to carry out section 2 of the act and that he will at that time make full justification for the request.

The House also amended the title to conform to the body of the bill and the conference committee agreed.

WAYNE N. ASPINALL,
LEO W. O'BRIEN,
THOMAS G. MORRIS,
JOHN P. SAYLOR,
J. EDGAR CHENOWETH,

Managers on the Part of the House.

AMENDMENT TO INSURE THAT THE DISARMAMENT PROGRAM WOULD NOT ELIMINATE PRIVATE FIRE-ARMS

(Mr. SIKES asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. SIKES. Mr. Speaker, the Arms Control and Disarmament Act, which established the U.S. Arms Control and

Disarmament Agency, was approved by the President on September 26, 1961. This act was passed by large majorities in the House and Senate.

The content of this legislation and Executive policy on this subject have generated much publicity and reaction throughout the country. Many patriotic organizations and individuals have been highly critical of the purposes and scope of the Disarmament Act. The general grounds for criticism have been that the implementation of this law would place the United States in a dangerous political, economic, and military position vis-a-vis the Communist bloc.

The language, temper, and range of the act are indeed broad. Certain perhaps unintended consequences could flow from the carrying out of its existing provisions, and conceivably such consequences could negate our most cherished rights. One such right is the possession and use of firearms by the law-abiding private citizen.

Thousands of Americans who own and enjoy firearms for defense and sport strongly feel that the continuation of this ownership and enjoyment is seriously threatened by the vague language and administrative interpretation of the disarmament statute. Assurances of the Director and other officials of the Arms Control and Disarmament Agency have not dispelled this fear.

I believe that there is substance to the apprehension of many of our citizens. The all-encompassing nature of the Agency pronouncements thereon speak for themselves.

Because of my genuine concern on this matter, I have introduced a bill to repeal the Arms Control and Disarmament Act and to eliminate the Disarmament Agency. I believe this is the course Congress should follow. However, while this proposal is under consideration and in order to make absolutely clear that the Arms Control and Disarmament Act does not include the elimination of private firearms as part of the proposed disarmament program, I submit also for consideration by the Congress a proposed addition to section 33 of title III of the act to read as follows:

Nothing contained in this Act shall be construed, held or applied as giving authority for any policy or action, by any official, department, agency or office of the Government, which would interfere with, restrict or prohibit the acquisition, possession and use of firearms by the individual for the lawful purposes of personal defense, sport, recreation, education or training.

USE OF DOGS AS LAW ENFORCEMENT TOOLS IS NATIONWIDE

(Mr. HUDDLESTON asked and was given permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. HUDDLESTON. Mr. Speaker, the police dog as an effective law-enforcement tool is a well established fact. During the last 6 years there has been a tremendous growth of interest by cities using the dogs as an aid to regular law enforcement officers. For more than a hundred years the London, England,

metropolitan police have used police dogs in carrying out their duties. The record of the London police force and its K-9 corps is an outstanding one.

However, many people do not realize that dogs have been used as law enforcement aids for thousands of years. More than 1,000 years before Christ records are found that the Egyptian armies used dogs as messengers and guards. The Romans were familiar with the methods of effectively utilizing dogs as law-enforcement tools.

During the 18th century, the French Government used dogs to guard the docks at their various ports. The Paris metropolitan police adopted the use of dogs as early as 1895.

Mr. Speaker, in the United States, within the last 6 years, since the city of Baltimore began their K-9 corps, more than 40 city and county police forces have adopted K-9 corps. According to the Journal of Criminal Law, Criminology and Police Science, in their September-October 1961 issue, the following cities, States, and counties use police dogs as law enforcement tools:

Sacramento, Calif.; Bridgeport, Conn.; Hartford, Conn.; Milford, Conn.; Norwalk, Conn.; Miami, Fla.; Indianapolis, Ind.; Lexington, Ky.; New Orleans, La.; Baltimore, Md.

Also Ocean City, Md.; Cumberland, Md.; Mt. Ranier, Md.; Birmingham, Ala.; Brentwood, Mo.; Kansas City, Mo.; Springfield, Mo.; Overland, Mo.; St. Louis County and City, Mo.

Also, Newport News, Va.; Richmond, Va.; Washington, D.C.; Clifton, N.J.; Trenton, N.J.; Santa Fe, N. Mex.; Rochester, N.Y.; Buffalo, N.Y.; Cincinnati, Ohio; Tulsa, Okla.; Lancaster, Pa.; Reading, Pa.; Wilmington, Del.; Atlanta, Ga.

Also, Denver, Colo.; Houston, Tex.; Minneapolis, Minn.; Philadelphia, Pa.; St. Paul, Minn.; Salt Lake City, Utah; Alexandria, Va.; Montgomery County, Md.; Prince Georges County, Md.

Also, the State police in Delaware, Maryland, Michigan, and Virginia.

Mr. Speaker, in surveying these cities, counties, and States that have used police dogs, it was found by the Journal of Criminal Law, Criminology and Police Science that none of the agencies had plans to reduce their K-9 Corps or to eliminate their K-9 programs. However, 16 of the affected agencies were planning expansion programs. Additionally, most of the cities using police dogs experienced an initial sharp reduction in crime rates after the introduction of K-9 Corps. For instance, Col. O. D. Garton, chief of police, Richmond, Va., said the reduction in Richmond crime in 1958 amounted to 20 percent while the national rate of crime was rising some 13 percent. He attributed this sharp decline to the use of police dogs.

Here in the District of Columbia, after studying the methods of the Metropolitan Police Department of London, England, the use of police dogs was begun in December of 1959. In fact, the trainer of the dogs used here in the District of Columbia is an Englishman, a Mr. Terence Cahill. Police dogs have been very effectively used in the District.

In May of 1962, Washington, D.C. Metropolitan Police Chief Robert D. Murray said, in testifying before the subcommittee of the House Committee on Appropriations, in reply to a question:

I am very enthusiastic about the canine program. I think they are a very strong deterrent to crime, and they are also very good in apprehension.

Besides the large number of cities and counties that use police dogs, the military training development of dogs as law enforcement tools is well known. Mr. Speaker, less well known is the use of dogs by private industrial firms and department stores. For instance, Macy's department store in New York City has used dogs since 1952 and they have experienced no losses of merchandise due to breakins during this period.

There is wide public acceptance of the use of dogs as law-enforcement tools. In the 1960 research report of the U.S. Conference of Mayors, a number of cities commented on the success of their K-9 program. Here is what the chiefs of police of six police departments had to say about their K-9 corps:

[From research report, U.S. Conference of Mayors, March 1960]

Baltimore, Md.: "During first 7 months of 1959 our K-9 corps made 477 arrests, responded by radio car to 2,295 calls and searched 180 buildings and 13 wooded areas. Included in overall arrest figures were 263 disorderly conduct, 49 for assault, 21 for larceny, and 13 for assaulting an officer."

St. Paul, Minn.: "The experience has been so good we are adding another dog to supplement our small present K-9 corps of three dogs, their officers, and keepers."

St. Louis, Mo.: "The K-9 division provides a special striking and crime deterrent force, to assist police districts in suppressing crime and to make available the services of trained man-dog teams to detect and search out the law violators."

Springfield, Mo.: "The experience has shown that dogs have a definite psychological effect. The dogs have proven very successful in assisting in the search of large areas and thus reducing the number of police officers and time necessary for such work. They also have been helpful in finding lost persons and in apprehending fleeing criminals."

Salt Lake City, Utah: "The general public has accepted this program wholeheartedly and the press has been most cooperative. The entire program has had the desired effect as an aid in deterring crime, and lawlessness within the city."

Philadelphia Park Police: "The most important aspect of our dogs as aids to guards has been the deterrent factor in crowd and crime control."

Mr. Speaker, it has been proven in more than one city that the dogs have been especially effective in control of riots. By the wide use of dogs, one can readily see there is nothing remiss in the fact that the Birmingham Police Department has used police dogs in quelling the riots and demonstrations there. I think it is a real tribute to the competence and skill of the Birmingham Police Department that there has been no serious injury to any of the rioters or demonstrators in the more than 30 days of riot and demonstration activity. The use of dogs in Birmingham was effective in controlling the tense and dangerous situation.

each such State pursuant to section 3302(c)(4).

"(b) Requirements—"

"(1) With respect to benefit years beginning on or after January 1, 1966, the weekly benefit amount of any individual shall be (A) an amount (exclusive of allowances with respect to dependents) equal to at least one-half of such individual's average weekly wage as determined by the State agency, or (B) the maximum compensation payable with respect to such a week under such law, whichever is the lesser.

"(2) The maximum weekly benefit amount of any individual shall be an amount equal to at least the following percentages of the statewide average weekly wage:

"(A) 50 percent for benefit years beginning during 1966 and 1967.

"(B) 60 percent for benefit years beginning during 1968 and 1969.

"(C) 66½ percent for benefit years beginning January 1, 1970 and thereafter.

Any weekly benefit amount payable under a State law may be rounded to an even dollar amount in accordance with such State law.

"(c) Definitions—"

"(1) 'Benefit year' means a period not to exceed one year beginning subsequent to the end of an individual's base period with respect to which the limitation of maximum duration of compensation is applicable.

"(2) 'Base period' means a period of not less than fifty-two consecutive weeks or four consecutive calendar quarters ending not earlier than six months prior to the beginning of an individual's benefit year.

"(3) 'High-quarter wages' means the amount of wages for services performed in employment covered under the State law paid to an individual in that quarter of his base period in which such wages were highest, irrespective of the limitation on the amount of wages subject to contributions under such State law.

"(4) 'Individual's average weekly wage' means an amount computed in accordance with the State law equal to not less than (A) one-thirteenth of an individual's high-quarter wages, or (B) the amount obtained by dividing the total amount of wages (irrespective of the limitation on the amount of wages subject to contributions under the State law) paid to such individual during his base period by the number of weeks in which he performed services in employment covered under such law during such period.

"(5) 'Statewide average weekly wage' means the amount computed by the State agency at least once each year on the basis of the aggregate amount of wages, irrespective of the limitation on the amount of wages subject to contributions under such State law, reported by employers as paid for services covered under such State unemployment compensation law during the period of the first four of the last six completed calendar quarters prior to the date of the computation, divided by a figure representing fifty-two times the twelve-month average of the number of employees in the pay period ending nearest the fifteenth day of each month during the same four calendar quarters, as reported by such employers.

"(d) Notice to Governor of Noncertification—If at any time the Secretary of Labor has reason to believe that a State may not be certified under subsection (a), he shall promptly notify the Governor of such State."

No denial of compensation during training

SEC. 207. Section 3304(a) of the Internal Revenue Code of 1954 is amended by adding at the end thereof the following new paragraph:

"(7) Compensation shall not be denied in such State to an otherwise eligible individual for any week because he is in training with the approval of the State agency; and such individual in training shall

not be deemed to be not otherwise eligible for any such week by reason of availability or active search for work requirement of the State law or by reason of his having refused to accept work."

Limitation on credit against tax

SEC. 208. (a) Section 3302(c) of the Internal Revenue Code of 1954 is amended by adding at the end thereof a new paragraph (4) as follows:

"(4) If the unemployment compensation law of a State has not been certified for a 12-month period ending on October 31 pursuant to section 3309(a), then the total credits (after applying subsections (a) and (b) and paragraphs (1), (2) and (3) of this subsection) otherwise allowable under this section for the taxable year in which such October 31 occurs in the case of a taxpayer subject to the unemployment compensation law of such State, shall be reduced by the amount by which 2.7 percent exceeds the four-week benefit cost rate applicable to such State for such taxable year in accordance with the notification of the Secretary of Labor pursuant to section 3309(a)."

(b) Section 3302(c)(3)(C)(i) is amended by substituting the term "4-year" for the term "5-year".

(c) The heading for paragraph (5) of subsection (d) is revised to read "4-year Benefit Cost Rate", and the paragraph is amended to read:

"For purposes of subsection (c)(4) and subparagraph (C) of subsection (e)(3), the four-year benefit cost rate applicable to any State for any taxable year is that percentage obtained by dividing—

"(A) One-fourth of the total compensation paid under the State unemployment compensation law during the four-year period ending at the close of the first calendar year preceding such taxable year, by

"(B) the total of the remuneration subject to contributions under the State unemployment compensation law with respect to the first calendar year preceding such taxable year. 'Remuneration' for the purpose of this subparagraph shall include the amount of wages for services covered under the State law irrespective of the limitation of the amount of wages subject to contributions under such State law paid to an individual by an employer during any calendar year up to \$5,200; for States for which it is necessary the Secretary of Labor shall estimate the remuneration with respect to the calendar year preceding the taxable year."

Change in certification date

SEC. 209. (a) Section 3302(a)(1) of the Internal Revenue Code of 1954 is amended by

(1) deleting the phrase "for the taxable year" following the word "certified";

(2) deleting the period at the end thereof and adding the following: "for the twelve-month period ending on October 31 of such year."

(b) Section 3302(b) of such Code is amended by

(1) deleting the phrase "for the taxable year" following the word "certified";

(2) inserting after the words "section 3303" the following: "for the twelve-month period ending on October 31 of such year";

(3) deleting the phrase "throughout the taxable year" following the words "required to pay if" and substituting therefor "in such twelve-month period."

(c) Section 3303(b)(1) of such Code is amended to read as follows:

"(1) On October 31 of each calendar year, the Secretary of Labor shall certify to the Secretary the law of each State (certified by the Secretary of Labor as provided in section 3304 for the twelve-month period on such October 31) with respect to which he finds that reduced rates of contributions were al-

lowable with respect to such twelve-month period only in accordance with the provisions of subsection (a)."

(d) Section 3303(b)(2) of such Code is amended by

(1) deleting the phrase "taxable year" where it first appears and substituting therefor "twelve-month period ending on October 31";

(2) deleting the phrase "on December 31 of such taxable year" following the words "the Secretary of Labor shall" and substituting therefor "on such October 31";

(3) deleting the words "taxable year" following the phrase "contributions were allowable with respect to such" and substituting therefor "twelve-month period".

(e) Section 3303(b)(3) of such Code is amended by

(1) deleting the phrase "taxable year" where it first appears and substituting therefor "twelve-month period ending on October 31";

(2) deleting the phrase "taxable year" where it next appears and substituting therefor "twelve-month period".

(f) Section 3304(c) of such Code is amended by

(1) deleting the initial phrase "On December 31 of each taxable year" and substituting therefor "On October 31 of each calendar year";

(2) deleting the phrase "such taxable year" in the first sentence and substituting therefor "the 12-month period ending on such October 31".

(g) Section 3304(d) of such Code is amended by deleting the initial phrase "If, at any time during the taxable year," and substituting therefor "If at any time".

TITLE III—MISCELLANEOUS

Appointment of Special Advisory Commission

SEC. 301(a). The Secretary shall, during 1964, appoint a Special Advisory Commission on unemployment compensation for the purpose of reviewing the Federal-State program of unemployment compensation and making recommendations for improvement of this system, especially in relation to the financing of the Federal unemployment adjustment benefits established by this Act, the graduated increase in the maximum weekly benefit amount provided by section 206 of this Act, the need, if any, for a Federal provision relating to the wage and employment qualifying requirements for unemployment compensation under State laws, and any other matters bearing on the Federal-State unemployment compensation program.

(b) The Commission shall be appointed by the Secretary without regard to the civil-service laws and shall consist of 12 persons who shall be representative of employers and employees in equal numbers, representatives of State and Federal agencies concerned with the administration of the unemployment compensation program, other persons with special knowledge, experience, or qualifications with respect to such a program, and members of the public.

(c) The Commission is authorized to engage such technical assistance as may be required to carry out its functions, and the Secretary shall, in addition, make available to the Commission such secretarial, clerical, and other assistance, and such pertinent data prepared by the Department of Labor as it may require to carry out such functions.

(d) The Commission shall make a report of its findings and recommendations (including recommendations for changes in the provisions of the Social Security Act and the Federal Unemployment Tax Act) to the Secretary, such report to be submitted not later than October 1, 1966, after which date such Commission shall cease to exist.

(e) Members of the Commission who are not regular full-time employees of the United States shall, while serving on business of

the Commission, be entitled to receive compensation at rates fixed by the Secretary, but not exceeding \$75.00 per day, including travel time; and while so serving away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b-2) for persons in Government service employed intermittently.

Effective dates

SEC. 302. The amendments made by sections 201(a) and 202 of this Act shall apply with respect to remuneration paid after 1965 for services performed after 1965. The amendments made by section 204 shall apply with respect to remuneration paid after 1965. The amendments made by section 203 shall be effective January 1, 1963, and the amendments made by sections 206, 207, 208, and 209 shall be effective January 1, 1966. The amendment made by section 201(b) shall apply with respect to wages paid after December 31, 1963.

DESIGNATION OF JULY 6, 1963, AS TOM SAWYER DAY, U.S.A.

Mr. LONG of Missouri. Mr. President, Missouri has had many great sons who have made major contributions to the growth and development of our Nation. But none have left a more lasting mark on our society than Samuel L. Clemens, better known as Mark Twain, born in 1835 at Florida, Mo.

With his pen, he painted for the world to see the story of the people who lived along the Mississippi. In his classic "Tom Sawyer," he immortalized the adventures, the happiness, the woes, and the visions of boyhood. Tom Sawyer stands for all time as an example of American youth—eager to undertake the magnificent, complicated schemes of youth which can lead only to the distress of adults, but always prepared to shoulder the responsibilities of life which come their way. Can anyone forget Tom and Huck Finn as they observe their funeral rites from the gallery of the church, or can anyone forget Tom's strength and courage when he and Becky Thatcher are lost in the cave.

In our present-day society as we concern ourselves with juvenile delinquency, its causes and its cures, it would do us well to occasionally turn our thoughts toward this boy of fiction who stands so tall. We might learn a lesson or two which would be of help in understanding today's problems. While the setting may be different, the American boy today is the same boy as the one who floated on the Mississippi, crept through the graveyard at midnight, and convinced his friends it was fun to white-wash a wooden fence.

Mr. President, I introduce, for appropriate reference, a joint resolution which would designate July 6, 1963, as Tom Sawyer Day, U.S.A.

The VICE PRESIDENT. The joint resolution will be received and appropriately referred.

The joint resolution (S.J. Res. 81) designating July 6, 1963, as Tom Sawyer Day, U.S.A., introduced by Mr. LONG of Missouri (for himself and Mr. SYMINGTON), was received, read twice by its title, and referred to the Committee on the Judiciary.

FEDERAL AND STATE PROGRAMS RELATING TO OUTDOOR RECREATION—CHANGE OF CONFEREE

Mr. KUCHEL. Mr. President, I ask unanimous consent that the junior Senator from Idaho [Mr. JORDAN] be substituted as a conferee on Senate bill 20, to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, for the distinguished Senator from Colorado [Mr. ALLOTT]. I am told that this has been approved by the conferees, and that the senior Senator from Colorado is absent on official business; and apparently the conference will meet today.

The VICE PRESIDENT. Without objection, it is so ordered.

NOTICE OF HEARINGS ON INTER-AGENCY COORDINATION IN ENVIRONMENTAL HAZARDS—PESTICIDE CONTROL

Mr. RIBICOFF. Mr. President, I wish to announce that the Subcommittee on Reorganization and International Organizations of the Committee on Government Operations will begin public hearings on May 16 on the control of pesticides and other chemical poisons. This is the first in a series of planned inquiries into problems of interagency coordination in environmental hazards.

Dr. Jerome Wiesner, Special Assistant to the President for Science and Technology, will appear as the leadoff witness. Scheduled to testify next week are Secretary of Health, Education, and Welfare Anthony Celebrezze, on May 21; Secretary of the Interior Stewart Udall, on May 22; and Secretary of Agriculture Orville Freeman, on May 23.

These hearings mark the beginning of our study of "Interagency Coordination in Environmental Hazards," announced by Subcommittee Chairman HUBERT HUMPHREY last month.

It is especially difficult to bring coordination to the fields of chemical poison research and regulation. Regulatory activities are carried on in both the Department of Agriculture and the Food and Drug Administration. Research is conducted in the Department of Agriculture, the Food and Drug Administration, the Public Health Service, and the Department of the Interior.

Moreover, various Federal agencies—Forest Service, Corps of Engineers, Public Health Service—actually use these products in their operating programs.

How do these various agencies administer the programs under their jurisdiction? How do they look at the pesticide problem itself? We will seek answers to these at our first hearings.

ADDRESSES, EDITORIALS, ARTICLES, ETC., PRINTED IN THE APPENDIX

On request, and by unanimous consent, addresses, editorials, articles, etc., were ordered to be printed in the Appendix, as follows:

By Mr. KEFAUVER:

Address delivered by Senator DOUGLAS on the subject of rail mergers at the convention of the Brotherhood of Locomotive Engineers in Detroit on May 8, 1963.

Article entitled "Ethics Debate Stirred by Federal Jurists Who Sit on Company Boards," written by Jerry Landauer and published in the Wall Street Journal of May 2, 1963.

Editorial entitled "A Full Term for Mr. Smith," dealing with the appointment of former Representative from Mississippi, Mr. Frank Smith, to the Board of Directors of the Tennessee Valley Authority.

Article by Peter Edson on TWA's 30th birthday.

By Mr. CASE:

Statement by him relating to the award to the Emerson Public Library, Emerson, N.J., of a 1963 Book-of-the-Month Award.

By Mr. BARTLETT:

Address entitled "Turmoil in the North Pacific," delivered by Mr. Edward W. Allen, at the Northwest Pacific Regional Conference on International Law at the University of British Columbia, on April 6, 1963.

By BENNETT:

Statement entitled "Strength Through Stockpiling Strategic Minerals," by Charles Will Wright, former Chief of the Mining Division of the U.S. Bureau of Mines.

By Mr. SCOTT:

Editorial entitled "For Law, Order, and Justice," published in the Philadelphia (Pa.) Inquirer on May 13, 1963.

Proclamation of Gov. William W. Scranton, of the Commonwealth of Pennsylvania, relating to Slovak Catholic Federation of America Week from May 12 to 19, 1963.

By Mr. KEATING:

Editorial entitled "Radio Fighters for Freedom," published in the New York Herald Tribune, issue of May 13, 1963.

By Mr. FULBRIGHT:

Article entitled "Aiding Farmers in Foreign Lands Soul-Satisfying Work," published in the Little Rock (Ark.) Gazette on March 27, 1963.

By Mr. WILLIAMS of New Jersey:

Article entitled "The Tidal Wave—Another View," written by Dr. Alfred D. Donovan and published in the spring 1963 issue of the alumni magazine of Seton Hall University, South Orange, N.J.

By Mr. MCINTYRE:

Resolution adopted at the 98th annual meeting of the National Association of Wool Manufacturers, New York, N.Y., on May 9, 1963.

TRIBUTE TO WILBUR D. MATSON

Mr. LAUSCHE. Mr. President, in rustic McConnellsville, on the Muskingum River in Morgan County, Ohio, lives and works Mr. Wilbur D. Matson, a distinguished citizen of our State. Morgan County has a population of 12,747; McConnellsville, its county seat, a population of 2,257. They are situated in the Muskingum Valley, through which flows the beautiful Muskingum River. It empties into the Ohio River, about 35 miles away.

No lovelier area was to be found anywhere in Ohio before its tree-covered, grass-covered, and shrub-covered hills were denuded of their vegetation by the strip miners of coal, who struck indifferently with huge claw shovels capable of removing 50 tons at each bite.

Wilbur D. Matson in his youth was a lawyer; his love, however, was in writing. In 1918, he became the editor of the Morgan County Herald. His natural gift as a writer and his clear and constructive thinking would have made

HOUSE

May 16, 1963

8. OUTDOOR RECREATION. Both Houses agreed to the conference report on S. 20, the outdoor recreation development bill (pp. 8279-81, 8327). This bill will now be sent to the President. See Digest 72 for a summary of items of interest to this Department.
9. APPROPRIATIONS. Rep. Boland explained the provision in the accelerated public works section of the supplemental appropriations bill for 1963 regarding the use of such funds for forestry projects. p. 8281
10. FOREIGN TRADE. Concurred in the Senate amendments to H. R. 2053, to provide for the temporary suspension of the duty on corkboard insulation and on cork stoppers. This bill will now be sent to the President. p. 8278
Received a letter from Commerce transmitting the annual report of the Foreign Trade Zones Board. p. 8298
11. FISHERIES. Rep. Fascell urged more exploration and conservation agreements in the Gulf of Mexico and Caribbean areas "as a shield against Communist fishing encroachment." pp. 8290-2
12. ELECTRIFICATION. Rep. Evins complimented the work of the Tennessee Valley Authority on its 30th anniversary. pp. 8292-6
13. RECLAMATION. The Interior and Insular Affairs Committee reported with amendment H. R. 5312, to increase the authorization for appropriations for continuing work in the Missouri River Basin by Interior (H. Rept. 304). p. 8298
14. PERSONNEL. The Post Office and Civil Service Committee voted to report (but did not actually report) H. R. 4837, to provide for the payment of certain amounts and restoration of employment benefits to certain Government officers and employees improperly deprived thereof. p. D336
The "Daily Digest" states that the Post Office and Civil Service Committee "created a subcommittee on H. R. 6212, to amend the Federal Employees Health Benefits Act of 1959; and H. R. 6347, to amend the Federal Employees Health Benefits Act of 1959 to remove certain inequities in the application of such act. Appointed the following Members: Representatives Pool (chairman), Beckworth, Roybal, St. George, and Ellsworth." p. D336
15. ADJOURNED until Mon. May 20. p. 8298

ITEMS IN APPENDIX

16. ELECTRIFICATION. Extension of remarks of Rep. Harrison inserting an article "urging a full definition of the powers of REA." p. A3090
Extension of remarks of Rep. Cannon inserting an address explaining the benefits of the G. and T. cooperatives, which are wholesale cooperatives combining self-generated power with Government hydropower projects. pp. A3103-4
17. PERSONNEL. Extension of remarks of Rep. Lankford urging enactment of the administration's recommendations for implementing the Federal pay scale policy enacted by the Congress last year. p. A3094
18. VOCATIONAL AGRICULTURE. Extension of remarks of Rep. Jensen inserting a speech explaining the advantages of formal training in vocational agriculture. pp. A3096-7

19. APPLES. Extension of remarks of Rep. Marsh inserting an article supplying supporting data indicating a high degree of tolerance of apple juice by infants. pp. A3101-2
20. PUBLIC WELFARE. Extension of remarks of Rep. Kastenmeier inserting a speech explaining some of the measures to increase the general welfare of the American people, such as social insurance, youth opportunities, education, and opportunities for the elderly. pp. A3112-5
21. WHEAT. Extension of remarks of Rep. Cooley on the wheat referendum, stating that "a 'no' vote in the referendum will destroy the price protection for the 1964 crop and the income of wheat farmers will fall to bankruptcy levels." pp. A3117-8
22. BUDGET. Extension of remarks of Rep. Thompson (N. J.) inserting a reply by the Budget Bureau to a Readers Digest Article "purporting to reveal 'shocking facts' about the budget which the taxpayers allegedly have not been told." pp. A3118-20

BILLS INTRODUCED

23. FLOOD CONTROL. S. 1548, by Sen. McClellan, to modify the project for flood control and improvement of the lower Mississippi River and tributaries; to Public Works Committee.
24. TAXATION. S. 1555, by Sen. Hartke, to amend the Internal Revenue Code of 1954 so as to increase to \$1,000 the amount of each personal exemption allowed as a deduction for income tax purposes; to Finance Committee. Remarks of author pp. 8301-2
25. PARKWAY. S. Con. Res. 44, by Sen. Burdick, expression of the sense of Congress to the Lewis and Clark Trail from St. Louis, Mo., to the Pacific Northwest; to Interior and Insular Affairs Committee.
26. CENSUS. H. R. 6386, by Rep. Ashbrook, to amend title 13, United States Code, so as to insure the right of privacy in the conduct of decennial censuses of population, unemployment, and housing; to Post Office and Civil Service Committee.
27. INFORMATION. H. R. 6394, by Rep. Brown, Calif., to establish a National Spelling Commission to reform the spelling of English words, to publish the U. S. Official Dictionary; to Education and Labor Committee.
28. ASSISTANT SECRETARY. H. R. 6397, by Rep. Gary, to provide for an additional Assistant Secretary in the Treasury Department; to Ways and Means Committee.
29. PERSONNEL. H. R. 6395, by Rep. Broyhill (Va.), to amend the Civil Service Retirement Act, as amended, to provide annuities for surviving spouses without deduction from original annuities; to Post Office and Civil Service Committee.
H. R. 6396, by Rep. Edwards, and H. R. 6411, by Rep. Corbett, to permit certain Government employees to elect to receive compensation in accordance with section 401 of the Federal Employees Pay Act of 1945 in lieu of certain compensation at a saved rate;
H. R. 6403, by Rep. Olsen (Mont.), to amend the Federal Employees' Group Life Insurance Act of 1954, as amended, so as to provide for an additional unit of life insurance, to increase the rates of premiums;
H. R. 6405, by Rep. Sickles, to create a bipartisan commission to study Federal laws limiting political activity by officers and employees of Government;

Mr. STEED. I yield to the gentleman from Colorado.

Mr. ASPINALL. May I say, as the Representative of the district where the astronaut now lives, Carbondale, Colo., I am glad to join with my friend in the commendation he has given this fine American.

Mr. STEED. I thank the gentleman.

ADJOURNMENT UNTIL MONDAY

Mr. ALBERT. Mr. Speaker, I ask unanimous consent that when the House adjourns today it adjourn to meet on Monday next.

The SPEAKER. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

DISPENSING WITH CALENDAR WEDNESDAY BUSINESS

Mr. ALBERT. Mr. Speaker, I ask unanimous consent that business in order on Calendar Wednesday next may be dispensed with.

The SPEAKER. Is there objection to the request of the gentleman from Oklahoma?

There was no objection.

NASA'S RELAY I SATELLITE BRINGS ASTRONAUT COOPER'S FLIGHT TO EUROPE

(Mr. RYAN of New York asked and was given permission to address the House for 1 minute, and to revise and extend his remarks.)

Mr. RYAN of New York. Mr. Speaker, I know that all Members of the House join the gentleman from Oklahoma [Mr. STEED] in congratulating Astronaut Leroy Gordon Cooper upon his magnificent achievement. As Astronaut Cooper is now in his 18th orbit of the earth, the hearts and minds and prayers of all Americans are with him. The NASA team which has planned and carried out the Mercury program deserves the plaudits and commendation of all of us. America is indeed conquering the space frontier.

The drama of Astronaut Cooper's flight overshadows the fact that the United States yesterday achieved a major milestone in satellite communications. Yesterday NASA's Relay I satellite transmitted for 13 minutes to Europe television pictures of Astronaut Cooper's launch into space from Cape Canaveral and views of Astronaut Cooper inside the space capsule, *Faith 7*. Relay I also transmitted from Europe to the United States a 3-minute television coverage of the reaction of people in Europe to this great accomplishment.

In addition to yesterday's unprecedented television transmission of the astronaut in orbit, Relay I in the past has transmitted across the Atlantic in real time the opening ceremonies of the Mona Lisa exhibition in Washington and the conferring by President Kennedy of honorary citizenship upon Winston Churchill.

Relay I, an experimental medium-altitude communications satellite, was launched on December 13, 1962. It has successfully accomplished all its missions. Developed and paid for by the U.S. taxpayers, it is completely under the management and operation of NASA. Relay I is an example of what Government ownership and operation of communications satellites can accomplish. It is a dramatic demonstration of the benefits of Government financed research and development—benefits which should be reserved for all the people.

FEDERAL AND STATE PROGRAMS RELATING TO OUTDOOR RECREATION

Mr. ASPINALL. Mr. Speaker, I call up the conference report on the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER pro tempore (Mr. ALBERT). Is there objection to the request of the gentleman from Colorado?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of May 15, 1963.)

Mr. ASPINALL. Mr. Speaker, generally the House worked its will with this particular legislation. There were 10 matters in controversy; 8 of them were resolved by retaining the House language to the Senate bill; and 2 of them were resolved by, in the first instance, deleting a House amendment—and I will speak about that further on—and in the second instance by deleting a section that the House placed in the bill and writing some language in the report itself which we feel is perhaps just as practical as if the provision were in the bill.

Now, five of the amendments are purely technical amendments and do not go to the real problems involved in the legislation. I will pass over them but will be glad to answer any questions that might be asked.

However, in item No. 2, the one where the House struck from the bill any language referring to the Recreation Advisory Council, which is a creature of the executive department entirely, we have a very fundamental change from the Senate version as compared to the action that the House took, and that is, that as far as I know we have never given official recognition to any of the executive coordinating committees as such, and it was thought that it would not be well in this legislation to indirectly or impliedly, by referring to a commission set up by the Chief Executive of the United States as an existing commission, give legislative recognition to the action of the executive department which has complete control within the executive department of such an agency, and, if the Congress later on wishes to give official

recognition to an advisory council as such, advisory or otherwise, the Congress could take formal action if it wishes to do so.

Amendment No. 4 is somewhat substantive, in that in the Senate bill advance payments were permitted but limited such payments to contracting educational and other nonprofit institutions and then only for their initial costs. In the House bill advance payments are permitted to be made to parties engaged in outdoor recreation research under contract with the Secretary of the Interior.

I think it must be explained again, since I know there was some discussion of this when this bill was on the floor of the House, that the work of the bureau is purely advisory, planning and coordinating and the bureau would do a part of the work under contract with private research groups.

Mr. Speaker, the next item, No. 7 is a substantive change. It is the provision in which the House requested and required that there be annual itemized reports of all donations received under the authority of this act.

Mr. Speaker, there is no doubt in my own mind that the author of this amendment had in mind a very valid reason for his offering of the amendment. But this is the only area of like operations in the Government where such a requirement has been made. Also, please permit me to tell the Members of the House something else. All of us know that once in a while we get solicitations either by telephone or through correspondence to donate to this organization and that organization. The mere fact that we ask for a publication of the names of all donors, and a lot of these would of course be very substantial donations, means that we shall be giving approval to what is sometimes referred to as a sucker list and the donors who really intended to be constructive in their gifts to the Government would be subjected to being solicited by other individuals and groups in which they had no interest at all.

Any such list is available and it will be available to the committees. If any Member of Congress sees fit to ask for it at a certain time, I am sure we can get an unofficial list, but what in fact will be a substantial report from the Department of the Interior.

Mr. Speaker, another amendment which is important is item No. 8. This amendment No. 8 is the amendment that really provides for the coordinating procedures that will be necessary between all departments of Government that are involved in Federal recreation programs. We have taken a great deal of the language from section 2 of the Senate bill and we have stated it in another manner in this particular section.

Item No. 10 is a very important part of the report. I refer to it because it is the amendment of the gentleman from Florida [Mr. HALEY] wherein he tried, as our committee usually does on these matters, to tie the activities of the bureaus to a certain amount of money beyond which they cannot go. In constructive operation, of course, this is always a val-

uable and a necessary procedure in my way of thinking, but in the matter of administration it is open to some question. May I advise my colleagues that this is the only bureau in the Department of the Interior that would have this restriction tied to it. The House conferees agreed to place language providing for such a limitation in the conference report to which the Senate conferees have agreed. I wish to read this again to the Members of the House. It is a very definite statement of policy as far as we are concerned about this new bureau:

The House conferees therefore reluctantly agreed that the House should recede on this point, it being the understanding of all members of the conference committee that the Secretary is expected to and will report to the Committees on Interior and Insular Affairs of the House and Senate at any time that it is necessary for him to request \$3 million or more to carry out section 2 of the act and that he will at that time make full justification for the request.

And, may I state to my colleagues that so far as I know it will be the purpose of the Committee on Interior and Insular Affairs, regardless of who may be the chairman of that committee, to see to it that this provision is complied with and that the information is given not only to the appropriating committee itself also but to the House.

Mr. Speaker, I shall be glad to try to answer any questions which any of my colleagues may have.

Mr. HALEY. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman from Florida.

Mr. HALEY. Of course, I want to say to the Chairman of the House Committee on Interior and Insular Affairs and to the conferees on the part of the House that I regret we were unable or they were unable to hold in the bill the \$2.5 million. I note that it has been raised to \$3 million. There is no language, of course, now in the bill to determine just how much could be expended. Sometimes, of course, language in a conference report may have some reaction downtown. I am very, very reluctant, at least.

I am very sorry to see that this limitation has been removed from the bill itself. I realize that the gentleman from Colorado and his conferees probably did the best they could. As an overall matter I think this is good legislation, but I do think and I caution the House that they should in the future watch the expenditures on this program and see that they are kept within due bounds.

Mr. ASPINALL. May I reply to my friend from Florida that the cooperation on activities and responsibilities between the authorizing committee and the appropriating subcommittee is, in my opinion, the best we have had for a long, long time. I have an understanding at the present time, and I am sure that there will be like understandings in the future, that whenever any request is made by the Bureau which would seemingly trespass upon the policy set forth, our committee will be notified immediately.

Mr. GRIFFIN. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I shall be glad to yield to the gentleman from Michigan.

Mr. GRIFFIN. Mr. Speaker, I, too, regret that all of the House amendments were not preserved in the conference report, although I understand that in conference the House cannot always prevail. However, I should like to point out that the particular amendment to the bill which I sponsored carried in the House by an overwhelming vote of 292 to 50, as I am sure the Chairman knows, even though unfortunately he was not able to be on the floor that day.

The amendment to which I refer, and which was adopted by the House, would have required an annual report of funds or property received by this newly created Bureau of Outdoor Recreation, which were donated.

Mr. ASPINALL. It would have required an itemized accounting.

Mr. GRIFFIN. That is correct. It would have required an itemized accounting of funds or property which had been donated, and indicating the purposes for which they were used. As I understand it, this new bureau is primarily a coordinating agency and it would seem that appropriated funds should be adequate for its purposes. Why is it necessary to authorize this outdoor recreation bureau to receive donated funds, and then leave Congress in the dark as to how much they receive in donated funds, from whom they receive such funds, and the purpose for which donated funds will be used?

Mr. ASPINALL. Mr. Speaker, may I interrupt the gentleman to answer?

Mr. GRIFFIN. Yes. I yield to the distinguished chairman of the committee.

Mr. ASPINALL. Of course, Congress will be notified any time it desires as to the amount of donated funds. Such information is always contained within the Bureau of the Budget report. The matter that is not contained within the Bureau report is the fact that we do not have the individual names set forth; it is not itemized.

Mr. GRIFFIN. May I ask the distinguished chairman this question: Is it a fact that in some instances donations are given with conditions or limitations attached by the donor as to the purpose for which they shall be used or as to how they shall be used?

Mr. ASPINALL. It is my understanding that in certain of the activities of the National Park Service some donations have been offered to them upon certain conditions.

Mr. GRIFFIN. I should like to point out, in addition, that under this legislation, section 2(f), the Outdoor Recreation Bureau will be authorized to award contracts for education and research.

It occurs to me that the Appropriations Committee might conceivably refuse to appropriate funds for certain research and education contracts, and the House might sustain the Appropriations Committee in that judgment, only to find that this Bureau of Outdoor Recreation would be able to award such contracts by using donated funds.

Mr. ASPINALL. I doubt if that policy would be followed. If requested these contracts will be subject to review by the Committee on Interior and Insular Affairs, as all of the activities of the Department of the Interior are. We certainly would not permit the real purposes of this legislation to be hindered or endangered by contracting procedures contrary to procedures authorized by this legislation. This is, as I said before, a coordinating, planning, and recommending agency. No program or project can be authorized unless it be brought to the Congress for such authorization.

Mr. GRIFFIN. While it may be possible that there are a few individuals in this country who would not donate funds if their names were published in such a report, it seems to me that there is an overwhelming competing interest which outweighs that concern. No one outside the Government should be influencing or financing the activities of Government agencies without the knowledge of Congress and the public. If Congress is not financing an activity of Government, we ought to know who is.

I appreciate the fact that it is not possible for House conferees to prevail in every area of difference. However, I shall have to oppose the conference report in view of the deletion of this important language.

I thank the gentleman for yielding.

Mr. ASPINALL. May I ask the gentleman from Michigan, has he ever made a request of the Department of the Interior or any of its bureaus to advise him as to who the donors may be on certain programs under its jurisdiction, say, the National Park Service or the Bureau of Sports Fisheries and Wildlife?

Mr. GRIFFIN. I shall be very frank and say that, as of now, I have not, but I believe the principle involved is the same whether it is the Department of the Interior, the Department of Commerce, or any other department or agency of Government. The information should be public information. I would suggest that this principle or policy should be applicable to every department or agency authorized to use donated funds.

Mr. ASPINALL. I feel that legislation should apply equally to all departments. We should not put any more burdens on this Bureau than we put on the Department of the Interior or the Department of Agriculture or any other department.

Mr. GRIFFIN. I would agree that general legislation would be desirable, but I believe that the most practical way to achieve that objective is to take them one at a time, as they come.

I thank the gentleman.

Mr. KYL. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman from Iowa.

Mr. KYL. The gentleman from Iowa is completely satisfied with the efforts of the committee of conference. He does not see any objection to the report. However, there is one point in the discussion which has been led by the gentleman from Michigan which has not found its way into the record at this point; that is, I think the departments might be cognizant of some serious ob-

jection on our part to the procedure which they follow. When we have, for instance, a Cape Cod Seashore Area proposed, the Department receives donations or grants from individuals or organizations who print beautiful brochures which are intended to sell that particular prospect. They have printed books, and they have put on the books the imprimatur of the Department of the Interior and the National Park Service.

When we are talking about the national parks in such an area as that we do not find much objection, but insofar as the principle is concerned it is objectionable. For illustration, suppose we have a piece of labor legislation which is introduced, and the head of the AFL-CIO or the board of the National Manufacturers Association contributes some money to the Labor Department to put out a publication. In this case I am sure there would be some objection. In principle this is actually no different from what we do in the Interior Department. I know it has never been done and I do not know that it has ever created any general trouble, but from a general principle standpoint, I think it is wrong, and I think the Department of the Interior should be aware of that.

Mr. ASPINALL. I thank the gentleman from Iowa for bringing this to our attention. This goes to the operation of some of our water resources programs as well, the Army Engineers, and the Bureau of Reclamation. Not only that, a great deal of the contributions that some of our agencies are receiving have been from States and municipalities. We expect some of the contributions in this program to come from municipalities and other governmental agencies. Of course, there would be no objection to having their names printed. On the other hand, I think it would be just as well to request such information rather than have their names published.

Mr. Speaker, I move the previous question.

The previous question was ordered.

The SPEAKER pro tempore (Mr. ALBERT). The question is on agreeing to the conference report.

The conference report was agreed to.

A motion to reconsider was laid on the table.

LEAVE TO REVISE AND EXTEND

Mr. ASPINALL. Mr. Speaker, I ask unanimous consent that Members who spoke on the conference report may revise and extend their remarks.

The SPEAKER pro tempore. Without objection, it is so ordered.

There was no objection.

TAX BREAKS FOR BUSINESS

(Mr. VANIK asked and was given permission to address the House for 1 minute.)

Mr. VANIK. Mr. Speaker, yesterday in a bitter struggle, the House passed legislation which increased the debt ceiling to commitments already made by this Congress. During the course of the debate, vehement attacks were directed against new programs which contribute

to the increase of Federal spending and the Federal deficit.

Nothing was said about the "new programs" of tax cuts for business instituted by the administration last year. The business investment credit voted by this Congress last year cost the Treasury \$1 billion in lost revenue. In the same year, the administration granted increased depreciation allowance for business retroactive to January 1, 1962, which cost the Treasury an estimated \$1½ billion.

Although the final figures are not yet available, it appears that the Treasury estimate of the loss in tax revenues was underestimated and that the combined Treasury loss for these "tax breaks for business" will probably reach \$3 billion in fiscal 1963. The tax loss from these two items in fiscal 1964 and future years will "skyrocket."

It is plainly evident that \$3 billion of this year's budget deficit resulted from last year's tax "giveaways." A tax giveaway packs the budget deficit just as much as a "spend away."

(Mr. VANIK asked and was given permission to revise and extend his remarks.)

SUBCOMMITTEE ON TERRITORIES, COMMITTEE ON INTERIOR AND INSULAR AFFAIRS

Mr. O'BRIEN of New York. Mr. Speaker, I ask unanimous consent that the Subcommittee on Territories of the Committee on Interior and Insular Affairs be permitted to meet during the House session this afternoon.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from New York?

There was no objection.

SUPPLEMENTAL APPROPRIATION BILL

(Mr. BOLAND asked and was given permission to extend his remarks in the body of the RECORD on the supplemental appropriation bill.)

Mr. BOLAND. Mr. Speaker, I take this time to clarify the language in H.R. 5517, the supplemental appropriations bill for 1963 in that section dealing with the accelerated public works program. The section carries this proviso:

That no part of this appropriation shall be used for any project that does not require a financial contribution from State or local sources except Federal projects dealing with preservation of forests in the jurisdiction of the Department of Agriculture and the Department of the Interior.

As a member of the Subcommittee on Deficiencies Appropriations, which reported H.R. 5517, I want to state the intent of the committee with reference to the above proviso.

Preservation of forests in the jurisdiction of the Department of Agriculture or the Department of the Interior is interpreted in a strict sense to include only projects which will rehabilitate and develop such lands in a manner to protect them from fire, insects, disease, erosion, and floods; and to the conservation of the timber and related forest resources. It includes projects such as reforestation and the improvement of timber stands;

forest road and trail construction and maintenance which provide access for fire protection purposes or for salvage of blown down, infected or overmature timber stands; fireproofed camp and picnic area construction which concentrates forest visitor use in improved areas and thus reduces forest fire risk; small structures for fire and general purpose use, such as fire lookout towers and forest ranger offices; the revegetation and minor range improvements on forest ranges, and related measures for the rehabilitation of forest lands.

RACE RELATIONS

(Mr. WAGGONER asked and was given permission to address the House for 1 minute and to revise and extend his remarks and to include extraneous matter.)

Mr. WAGGONER. Mr. Speaker, there is some encouragement, though admittedly little, to be found in the President's statements before a group of Alabama newspaper executives in which he indicated that he was concerned over the growing extremism among the so-called leaders of the Negro race.

That the carefully planned and meticulously timed and executed "demonstrations" in Birmingham are the work of professional racists is boldly obvious.

It has been apparent for years that these conflicts are the result of rehearsing, coaching, and timing by those who make their sorry living exploiting race relations.

The most recent proof of this comes from the Reverend Albert S. Foley, S.J., member of the Alabama Advisory Committee to the U.S. Civil Rights Commission.

The reverend father has stated that a member of Rev. Martin Luther King's staff told him that the NAACP treasury was low and that the Birmingham demonstrations were needed to spark sagging contributions.

The callousness of this attitude is revolting.

The herding together of little children to push them before a raging mob of knife-wielding, cursing, and spitting professional agitators sickens the decent and heaps further shame on the Negroes who have allowed themselves to be inflamed by these racists.

Perhaps there is yet hope that the President will not further exceed the authority of his office by sending armed troops into Birmingham where they are neither wanted nor needed. To do so would give further aid and comfort to the paid goon squads of the NAACP and constitute a still further breach of the President's authority.

There cannot be any serious doubt left in the minds of the reasonable that these riot leaders were dispatched to Birmingham for two purposes.

The first was to fatten the coffers of the NAACP and the second being to coincide the disturbance with the civil rights hearings now going on here in the House.

The evil job has been done well.

Where reasonableness once existed, we now have the spewing cauldron of hate bubbling away. It only remains for the

professional agitators to throw a few more bombs, spit on a few more policemen, or bring some physical harm to innocent children for the sparks to be fanned into full flame.

When madmen roam the streets, we need cool heads to cope with them. I pray that the President will not add to the fury by the unlawful use of Federal troops. To invade the State of Alabama in the illegal way Mississippi was invaded would forever make rubble of civil liberty.

David Lawrence, in his syndicated column in the Washington Star, succinctly put this action into focus and I include it here for all Members to read and ponder.

[From the Washington Star, May 14, 1963]

SENDING U.S. TROOPS TO ALABAMA

When Senator John F. Kennedy was campaigning for the Presidency in 1960, critics said he was youthful and impulsive. They now will say the same thing as they read that Mr. Kennedy issued a statement Sunday night ordering Federal troops to mobilize in Alabama to deal with future rioting or local disturbances.

The President didn't think this one through. In the case of the disputes with Governor Faubus at Little Rock, Ark., in 1957 and Governor Barnett at Oxford, Miss., in 1962, there was at least an alleged basis for the use of Federal troops—a supposed unwillingness on the part of the local authorities to obey a Federal court order. But Mr. Kennedy himself told his news conference only last week that no Federal statute was involved in the controversy at Birmingham, Ala. Nor have there been any Federal court orders whatsoever issued in this case.

Now the President is in the position of having nevertheless threatened the use of Federal military power to deal with local disorders that may arise. There is not the slightest legal basis for the use of such power under the Constitution unless requested by the State government. No statute grants such authority to the Chief Executive under the circumstances which have been reported from Alabama. For anyone in the Government to order the use of Federal troops or any part of the Air Force for any purpose not sanctioned by the statutes is in itself a penal offense. A Federal law says:

"Whoever, except in cases and under circumstances expressly authorized by the Constitution or act of Congress, willfully uses any part of the Army or the Air Force as a posse comitatus or otherwise to execute the laws shall be fined not more than \$10,000 or imprisoned not more than 2 years, or both."

The "United States Code Annotated," for 1963 contains a footnote referring to an opinion of the Attorney General dated November 7, 1957, which says: "The President's authority to use Federal troops under sections 332 and 333 of title 10 is not impaired by this section."

But this was an opinion rendered in connection with the use of troops where a Federal court order had been issued. There is a dispute among informed lawyers as to whether troops can ever be used to enforce even a court order and they contend that it is really the responsibility of U.S. marshals. At least in that case a controversial legal point was involved.

So the whole action of President Kennedy rests on the foundation that he described in his public statement—namely, "rioting, personal injuries, property damage, and various reports of violence and brutality."

But it is not the function of the Federal Government to maintain order inside a State unless there is an "insurrection" against the United States. To preserve order is the responsibility of a State. Indeed, in the same morning newspapers in which the

American people read of the President's orders to dispatch Federal troops to the Birmingham area, there was published a message to President Kennedy from the Governor of Alabama, George Wallace. It was sent an hour after the President's announcement was made and read in part as follows:

"The Constitution of the United States * * * states that the Federal Government may send troops to quell domestic violence upon application of the State legislature or the Governor of a State."

"The legislature of this State has made no request, nor have I. May I ask by what authority you would send Federal troops into this State?"

"The situation is well in hand and law and order prevail. * * * Your complete bypassing of State officials and me as Governor are affronts not only to me as Governor but to the people of Alabama."

An examination of the Federal statute cited later by the President—section 333 of title 10—shows no justification for the use by the President of Federal troops just to quell a local disturbance or to prevent one from arising. It applies only if a State government refuses or fails to grant protection. This hasn't happened.

The President in his reply to Governor Wallace says, in effect, that he didn't really intend to use Federal troops in Birmingham, but only wants to warn the State authorities that they had better maintain order and prevent violence. If any threat to use such power is vested in the President, he can at any time intimidate a Governor or mayor or local official, or he can mobilize troops to threaten reprisals and punishment if anyone in a local government doesn't do his bidding. This is an autocratic power, the exercise of which the framers of the Constitution specifically sought to prevent so that no dictatorship could arise in America through the threat to use military force.

If Mr. Kennedy feels that he has the power to prevent violence anywhere in the country, then it will be asked why no Federal troops were mobilized or why the same threat of military force was not utilized before Dr. Martin Luther King, Jr., and his associates organized the demonstrations which, in turn, aroused the antagonism of other citizens and thus produced the conditions under which local disorder arose.

If the President actually has the power of prevention, the time to start is before the local police and the paraders clash or threaten to become involved in riots. There is a right, of course, to a peaceful demonstration, but anything which produces a disturbance is subject to police action by the local and not the Federal authorities.

I am struck by the number of members of the cloth who have involved themselves in this disgraceful affair, Rev. Martin Luther King, Rev. Wyatt Tee Walker, and Rev. Fred L. Shuttlesworth, to name a few; and I cannot help but recall the 9th verse of the 5th chapter of Matthew:

Blessed are the peacemakers; for they shall be called the children of God.

Apparently, these troublemakers have not read the Beatitudes recently or else, reading, they are filled with contempt.

In his understanding of what is involved here, the man on the street is ahead of a great many of the Members of the Congress.

His motives are clear. His words are not the impassioned exhortations of the demagog who courts the minority vote.

He has never said, "I agree that this is wrong, but I can't take a chance on losing the votes."

He is calling for an end to these staged demonstrations perpetrated by profes-

sional agitators. He is ashamed of what they are doing to his cities and his State.

If there are those in this Chamber whose motives are less honest than his, who would condone and sanction these professional racists and abet them in this ugly hour, let him hang his head in shame.

RACIAL AGITATION—A PROFITABLE BUSINESS

(Mr. HUDDLESTON asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. HUDDLESTON. Mr. Speaker, in the last few weeks a group of outside agitators has invaded my home community of Birmingham for the purpose of fomenting strife and discord. Among the many other things they have done in Birmingham is to prove racial agitation can be a profitable business. When the Southern Christian Leadership Conference came to Birmingham it was nearly broke and, if we can believe the reports in the daily press, the money is now pouring in to the Southern Christian Leadership Conference. The activities and irresponsible tactics of the Southern Christian Leadership Conference have been widely reported by the news media of the Nation. These Negro agitators that came to Birmingham were exponents of nonviolence. By creating provocative situations violence resulted and there can be no doubt there would have been no trouble without these so-called preachers mixing the ingredients for a "racial bomb." When the "bomb" they made went off, they hid under the cloak of self-serving disclaimers of nonviolence.

Mr. Speaker, I want to point out that the so-called Negro preachers making trouble in Birmingham are mainly preachers without churches. They serve no church and have no visible means of support, so how do they live? What is the source of income for the Negro preachers who have time to stay in a city night and day for more than a month planning and organizing demonstrations that turn to riots? Who pays the bills? When rioting erupted in Birmingham over the weekend those pious Negro preachers were far away. They had headed North carrying empty satchels to bring back the loot. They headed North to get money to keep their agitating organization going. Claiming a great victory for improved race relations the outside Negro leaders left their colored brothers to work out the problems the so-called preachers left them. With the fuse of their racial bomb burning, ready to explode, the leaders were far away enjoying the plaudits of the northern crowds.

Mr. Speaker, where did these great Negro leaders go? They went to Cleveland, New York, and Washington, D.C. Everywhere the story was the same: "It's a hard fight and its expensive." And the money flows in to the coffers of the Southern Christian Leadership Conference, which is neither southern, Christian, a conference, nor providing leadership. I ask the leaders of that great group of nonviolent agitators to present a complete report of their financial con-

Moss], and the Senator from Georgia [Mr. RUSSELL] are absent on official business.

I further announce that, if present and voting, the Senator from Arizona [Mr. HAYDEN] and the Senator from Georgia [Mr. RUSSELL] would each vote "nay."

On this vote, the Senator from Nevada [Mr. CANNON] is paired with the Senator from Vermont [Mr. PROUTY]. If present and voting, the Senator from Nevada would vote "nay," and the Senator from Vermont would vote "yea."

On this vote, the Senator from Utah [Mr. Moss] is paired with the Senator from Colorado [Mr. ALLOTT]. If present and voting, the Senator from Utah would vote "nay," and the Senator from Colorado would vote "yea."

Mr. KUCHEL. I announce that the Senator from Colorado [Mr. ALLOTT], the Senator from New Jersey [Mr. CASE], and the Senator from Vermont [Mr. PROUTY] are necessarily absent.

On this vote, the Senator from Colorado [Mr. ALLOTT] is paired with the Senator from Utah [Mr. Moss]. If present and voting, the Senator from Colorado would vote "yea," and the Senator from Utah would vote "nay."

On this vote, the Senator from Vermont [Mr. PROUTY] is paired with the Senator from Nevada [Mr. CANNON]. If present and voting, the Senator from Vermont would vote "yea," and the Senator from Nevada would vote "nay."

The result was announced—yeas 35, nays 57, as follows:

[No. 85 Leg.]

YEAS—35

Aiken	Goldwater	Mundt
Beall	Hickenlooper	Pearson
Bennett	Holland	Robertson
Boggs	Hruska	Saltonstall
Byrd, Va.	Javits	Scott
Carlson	Jordan, Idaho	Simpson
Cotton	Keating	Stennis
Curtis	Kuchel	Thurmond
Dirksen	Lausche	Tower
Dominick	Mechem	Williams, Del.
Eastland	Miller	Young, N. Dak.
Fong	Morton	

NAYS—57

Anderson	Hartke	Metcalf
Bartlett	Hill	Monroney
Bayh	Humphrey	Morse
Bible	Inouye	Muskie
Brewster	Jackson	Nelson
Burdick	Johnston	Neuberger
Byrd, W. Va.	Jordan, N.C.	Pastore
Church	Kefauver	Pell
Clark	Kennedy	Proxmire
Cooper	Long, La.	Randolph
Dodd	Long, Mo.	Ribicoff
Douglas	Magnuson	Smathers
Edmondson	Mansfield	Smith
Ellender	McCarthy	Sparkman
Engle	McClellan	Symington
Ervin	McGee	Talmadge
Gore	McGovern	Williams, N.J.
Gruening	McIntyre	Yarborough
Hart	McNamara	Young, Ohio

NOT VOTING—8

Allott	Fullbright	Prouty
Cannon	Hayden	Russell
Case	Moss	

So Mr. HICKENLOOPER's amendment No. 80 was rejected.

Mr. ELLENDER. Mr. President, I move to reconsider the vote by which the amendment was rejected.

Mr. HUMPHREY. Mr. President, I move to lay that motion on the table.

The PRESIDING OFFICER (Mr. KENNEDY in the chair). The question is

on agreeing to the motion of the Senator from Minnesota.

The motion was agreed to.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Bartlett, one of its reading clerks, announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (S. 20) to promote the coordination and development of effective Federal and State programs relating to outdoor recreation, and for other purposes.

The message also announced that the House had agreed to the amendments of the Senate to the bill (H.R. 2053) to provide for the temporary suspension of the duty on corkboard insulation and on cork stoppers.

The message further announced that the House had agreed to the amendment of the Senate to the bill (H.R. 4655) to amend title IX of the Social Security Act with respect to the amount authorized to be made available to the States out of the employment security administration account for certain administrative expenses, to reduce the rate of the Federal unemployment tax for the calendar year 1963, and for other purposes.

ENROLLED BILL SIGNED

The message also announced that the Speaker had affixed his signature to the bill (H.R. 5517) making supplemental appropriations for the fiscal year ending June 30, 1963, and for other purposes, and it was signed by the Vice President.

FEDERAL AND STATE PROGRAMS RELATING TO OUTDOOR RECREATION—CONFERENCE REPORT

Mr. ANDERSON. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 20) to promote the coordination and development of Federal and State programs relating to outdoor recreation, and for other purposes. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The legislative clerk read the report.

(For conference report, see House proceedings of May 15, 1963, pp. 8102-8103, CONGRESSIONAL RECORD.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. ANDERSON. Mr. President, the conference report was agreed to by a unanimous vote. I move that it be adopted.

Mr. DIRKSEN. Mr. President, will the Senator yield?

Mr. ANDERSON. I yield.

Mr. DIRKSEN. Did I correctly understand that the report was unanimous?

Mr. ANDERSON. It is a unanimous report.

Mr. DIRKSEN. I opposed the bill when it first came to the Senate, and probably will oppose a companion bill sometime later. Although the report contains what I believe to be a fancy appropriation approach, I bow to the will of the conference.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

FEED GRAIN ACT OF 1963

The Senate resumed the consideration of the bill (H.R. 4997) to extend the feed grain program.

Mr. MILLER. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. MILLER. Before the rollcall just completed was called for, the distinguished Senator from Iowa [Mr. HICKENLOOPER] yielded back the remainder of his time and the distinguished Senator from Louisiana [Mr. ELLENDER] yielded back the remainder of his time. Then a voice vote was held, followed by a division vote, and then the distinguished Senator from Louisiana, who had previously yielded back the remainder of his time, suggested the absence of a quorum. The Chair ruled that the quorum call could be requested under those circumstances.

Yesterday a similar situation arose involving the distinguished Senator from Wyoming [Mr. SIMPSON]. I invite the attention of the Chair to page 8216 of the RECORD and the following colloquy:

Mr. MILLER. Mr. President, I merely wish to make a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. MILLER. I ask the Chair whether or not, when a Senator has yielded back the remainder of his time, it is in order for him to suggest the absence of a quorum.

Mr. ELLENDER. He may do it on his own time.

Mr. MILLER. The question is whether he may do so once he has yielded back his time.

The PRESIDING OFFICER. The Chair is advised by the Parliamentarian that once time has been yielded back, the Senator may not suggest the absence of a quorum at that point because he has no time even to make the suggestion of the absence of a quorum.

I ask the Chair to resolve the differences between the two rulings. One must be in error. The question I propound is as follows: When time has been yielded back by both sides, is it in order for either one of the Senators who has yielded back the remainder of his time to suggest the absence of a quorum?

The PRESIDING OFFICER. The present occupant of the chair was not in the chair yesterday when the ruling was made, but under all the precedents of the Senate, when the Senate is working under a unanimous-consent agreement relating to controlled time and the time has been utilized, it is then appropriate to make the request for a quorum call. But under a unanimous-consent agreement time must be utilized or yielded

back before a quorum call is in order, unless a Senator uses time available to him for a quorum call.

Mr. MILLER. Mr. President, I wish to inquire further. Do I correctly understand that, assuming the time has not been entirely used, once it has been yielded back by both sides, it is then in order for either one of the Senators who has yielded back the balance of his time to suggest the absence of a quorum?

The PRESIDING OFFICER. Yes; or any other Senator.

Mr. MILLER. I am sorry. I did not hear the statement of the Chair.

The PRESIDING OFFICER. Will the Senator restate his inquiry?

Mr. MILLER. The inquiry is as follows: Once both Senators who are in control of time have yielded back the remainder of their time, is it in order for either one of the Senators to suggest the absence of a quorum?

The PRESIDING OFFICER. The Senator is correct. Any other Senator may also do so at that time.

Mr. MILLER. I thank the Chair.

The PRESIDING OFFICER. The bill is open to amendment.

Mr. CURTIS. Mr. President, I call up my amendment No. 89 and ask that it be stated.

The PRESIDING OFFICER. The amendment of the Senator from Nebraska will be stated.

The LEGISLATIVE CLERK. On page 12, line 14, it is proposed to add the following new sections:

DECLARATIONS AND FINDINGS

SECTION 1. That the Congress of the United States hereby makes the following declarations and findings concerning the development of new and improved uses for farm products, new crops to replace those now in surplus, and the disposal of surplus commodities owned by the Government:

(a) Farms in the United States have a capacity to produce more farm products than can now be marketed at prices that will return sufficient incomes to farmers to maintain an efficient and progressive agricultural industry.

(b) A prosperous agriculture will contribute immensely to national welfare by efficient production of needed food, feed, and fiber by provision of raw materials for the transportation and processing industries, by purchases of production supplies, and by its contribution to maintenance of a balanced and high-level national economy.

(c) National defense and security interests of the United States require protection of agricultural resources against deterioration and the maintenance of high productive capacity in order to meet possible emergency needs of the United States and other friendly nations.

(d) Basic research in agricultural products and their uses is essential in any long-range program of benefit to agriculture.

(e) Research programs to develop new and improved uses for farm products and new farm products have potentialities for providing outlets for a larger volume of farm production and greater stability of the prices of farm commodities.

(f) Public and private research agencies, including the Departments of Agriculture and Commerce, the land-grant colleges, other universities and research institutions, as well as private firms, can and should be utilized for an all-out attack on development of new and improved uses, and new and extended markets and outlets for farm products and byproducts, and on development of means by which present industrial and commercial

uses of farm products and byproducts can be extended. Research, pilot plant, development and trial commercialization work and corollary economic and related studies should be devoted to the expansion of industrial uses for agricultural commodities in surplus, and to any food and feed uses and replacement crops that can make substantial contributions toward the solution of the surplus problem. Facilities should be established as needed to permit adequate experimentation and testing, and production and market development, of promising new uses and new products, and to permit the development of means for expanding existing industrial and commercial uses of farm products and byproducts.

(g) Development of new and improved industrial and other uses of farm products and new farm products and new and extended markets and outlets for farm products and byproducts will enlarge income opportunities for farmers. It also will reduce Government costs for acquisition, storage, and ultimate disposition of commodities now in surplus.

(h) Disposition of a portion of these surplus stocks of the Commodity Credit Corporation through industrial channels for new or byproduct uses, and for expansion of existing industrial and commercial uses, so that the carryover of any commodity beyond the needs of the Nation can be reduced, will have a stabilizing effect on the market prices for farm commodities.

POWERS AND DUTIES OF SECRETARY

SEC. 2. The Secretary of Agriculture, acting through the Agricultural Research Service of the Department of Agriculture, is authorized and directed to coordinate and expedite efforts to develop, through research, pilot plants, and trial commercialization, new industrial uses and increased use under existing processes, farm and forest products and the development of new crops in cooperation with other Federal agencies, State governments, educational institutions, private research organizations, trade associations, individuals, and industrial corporations. In carrying out these duties, the Secretary is empowered—

(a) to cooperate with and coordinate the activities of other Federal departments and agencies, land-grant institutions, and experiment stations. The Secretary shall utilize existing facilities owned or controlled by the Federal Government to the greatest extent practicable, including pilot grants, regional laboratories, and other facilities and equipment, and is authorized to utilize authority now available under existing law;

(b) to make grants, for periods not to exceed five years' duration, to State agricultural experiment stations, colleges, universities, and other research institutions and individuals;

(c) to contract with foreign individuals, organizations, institutions of learning, or private corporations where payment can be made in foreign currency accumulated under Public Law 480, Eighty-third Congress. The Secretary is hereby authorized to utilize such foreign currencies notwithstanding other provisions of law requiring reimbursement;

(d) to make contracts or cooperative arrangements in the manner provided by sections 10(a) and 205 of the Act of August 14, 1946 (7 U.S.C. 427i, 1624), including contracts and agreements providing for the commercialization, market acceptance, and the economic feasibility of industrial utilization in the competitive market for agricultural products and processes with respect thereto;

(e) to extend suitable incentives to farmers or to industry to hasten the establishment of a new crop or of a new industrial use, or to expand present industrial and commercial use, where such appear likely to lead to durable additional markets;

(f) to direct the Commodity Credit Corporation to make delivery of any of its stocks of commodities to agencies of the Govern-

ment, persons, or corporations designated by the agency where such stocks are to be used for (A) research, (B) pilot land operation, (C) trial commercialization, (D) export of manufactured products, (E) new or byproduct uses, or (F) further development of present industrial and commercial uses. The Commodity Credit Corporation, with respect to commodities thus requisitioned by the Secretary, shall pay necessary handling and delivery charges to the destination directed by the Secretary. Such sums of money as the Secretary shall receive, if any, on such transfers of commodities, shall be turned over to the Commodity Credit Corporation;

(g) to enter into contracts with persons, corporations, and associations under which he shall agree (1) to sell grains owned by the Commodity Credit Corporation for use in the manufacturing or processing of commercial products, other than products intended for human or animal consumption, at such prices he deems appropriate, without regard to the restrictions contained in section 407 of the Agricultural Act of 1949, as amended, and (2) to deliver such grains over such periods, not to exceed five years, as may be necessary to assure the purchasers of a continuing supply of such commodities;

(h) to make contracts or leases for the private operation of any property or facilities transferred from another Government agency pursuant to this Act or other legislative authority;

(i) to make loans or grants to those with whom contracts or other arrangements are entered into, for the purpose of providing assistance in the acquisition or expansion of facilities and equipment for research or development activities;

(j) to provide in all contracts for the disposition of inventions produced thereunder in a manner calculated to protect the public interest and the equities of the individual or organization with which the contract or other arrangement is executed: *Provided, however,* That nothing herein shall be construed to authorize the agency to enter into any contractual or other arrangement inconsistent with any provision of law affecting the issuance or use of patents;

(k) to grant exclusive licenses with or without payment of royalty for a fixed period of not to exceed five years for the use of patents under the control of the Department of Agriculture;

(l) to pay incentive awards to private citizens for suitable and acceptable suggestions to implement the program established by this Act, such payments to be made in accordance with previously published rules stating the amounts of, criteria for determining, and subjects of, such awards;

(m) to test production procedures on a commercial basis, maintain and operate manufacturing facilities where necessary to prove the commercial feasibility of volume production, and to build, purchase, or lease plant facilities, or necessary equipment suitable for manufacturing needs in accordance with the purposes named herein; and

(n) to cooperate with municipalities and others in research on air pollution through the use of alcohol, made from farm crops, as a component of motor fuel.

LIMITATION ON CONSTRUCTION OF NEW FACILITIES

SEC. 3. Of the funds appropriated pursuant to section 11, not more than 5 per centum shall be available for the construction of new plants, stations, laboratories, or other facilities or structures. In making any contract, grant, or payment of funds appropriated under this Act, the Secretary of Agriculture shall designate the portion thereof, if any, which may be used for such construction.

DISTRIBUTION OF FUNDS TO STATE AGRICULTURAL EXPERIMENT STATIONS

SEC. 4. Of the funds appropriated pursuant to section 11, 20 per centum shall be paid to the States for use by State agricultural ex-



Public Law 88-29
88th Congress, S.20
May 28, 1963

An Act

To promote the coordination and development of effective programs relating to outdoor recreation, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Congress finds and declares it to be desirable that all American people of present and future generations be assured adequate outdoor recreation resources, and that it is desirable for all levels of government and private interests to take prompt and coordinated action to the extent practicable without diminishing or affecting their respective powers and functions to conserve, develop, and utilize such resources for the benefit and enjoyment of the American people.

Recreation programs.
Coordination and development.

SEC. 2. In order to carry out the purposes of this Act, the Secretary of the Interior is authorized to perform the following functions and activities:

Functions and activities.

(a) INVENTORY.—Prepare and maintain a continuing inventory and evaluation of outdoor recreation needs and resources of the United States.

(b) CLASSIFICATION.—Prepare a system for classification of outdoor recreation resources to assist in the effective and beneficial use and management of such resources.

(c) NATIONWIDE PLAN.—Formulate and maintain a comprehensive nationwide outdoor recreation plan, taking into consideration the plans of the various Federal agencies, States, and their political subdivisions. The plan shall set forth the needs and demands of the public for outdoor recreation and the current and foreseeable availability in the future of outdoor recreation resources to meet those needs. The plan shall identify critical outdoor recreation problems, recommend solutions, and recommend desirable actions to be taken at each level of government and by private interests. The Secretary shall transmit the initial plan, which shall be prepared as soon as practicable within five years hereafter, to the President for transmittal to the Congress. Future revisions of the plan shall be similarly transmitted at succeeding five-year intervals. When a plan or revision is transmitted to the Congress, the Secretary shall transmit copies to the Governors of the several States.

(d) TECHNICAL ASSISTANCE.—Provide technical assistance and advice to and cooperate with States, political subdivisions, and private interests, including nonprofit organizations, with respect to outdoor recreation.

(e) REGIONAL COOPERATION.—Encourage interstate and regional cooperation in the planning, acquisition, and development of outdoor recreation resources.

77 STAT. 49.

(f) RESEARCH AND EDUCATION.—(1) Sponsor, engage in, and assist in research relating to outdoor recreation, directly or by contract or cooperative agreements, and make payments for such purposes without regard to the limitations of section 3648 of the Revised Statutes (31 U.S.C. 529) concerning advances of funds when he considers such action in the public interest, (2) undertake studies and assemble information concerning outdoor recreation, directly or by contract or cooperative agreement, and disseminate such information without regard to the provisions of section 4154, title 39, United States Code, and (3) cooperate with educational institutions and others in order to assist in establishing education programs and activities and to encourage public use and benefits from outdoor recreation.

77 STAT. 50.

74 Stat. 661.

(g) **INTERDEPARTMENTAL COOPERATION.**—(1) Cooperate with and provide technical assistance to Federal departments and agencies and obtain from them information, data, reports, advice, and assistance that are needed and can reasonably be furnished in carrying out the purposes of this Act, and (2) promote coordination of Federal plans and activities generally relating to outdoor recreation. Any department or agency furnishing advice or assistance hereunder may expend its own funds for such purposes, with or without reimbursement, as may be agreed to by that agency.

(h) **DONATIONS.**—Accept and use donations of money, property, personal services, or facilities for the purposes of this Act.

SEC. 3. In order further to carry out the policy declared in section 1 of this Act, the heads of Federal departments and independent agencies having administrative responsibility over activities or resources the conduct or use of which is pertinent to fulfillment of that policy shall, either individually or as a group, (a) consult with and be consulted by the Secretary from time to time both with respect to their conduct of those activities and their use of those resources and with respect to the activities which the Secretary of the Interior carries on under authority of this Act which are pertinent to their work, and (b) carry out such responsibilities in general conformance with the nationwide plan authorized under section 2(c) of this Act.

Definitions.

SEC. 4. As used in this Act, the term "United States" shall include the District of Columbia and the terms "United States" and "States" may, to the extent practicable, include the Commonwealth of Puerto Rico, the Virgin Islands, Guam, and American Samoa.

Approved May 28, 1963, 10:13 a.m.

LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 160 accompanying H. R. 1762 (Interior and Insular Affairs Comm.); 303 (Conference Comm.).

SENATE REPORT No. 11 (Interior and Insular Affairs Comm.).

CONGRESSIONAL RECORD, Vol. 109:

Mar. 7, 8, 1963; Considered in Senate.

Mar. 11, 1963; Considered and passed Senate.

Apr. 29, 1963; Considered and passed House amended (in lieu of H. R. 1762).

May 1, 1963; Senate disagrees to House amendments and requests conference.

May 16, 1963; Conference report agreed to in House.

May 16, 1963; Conference report agreed to in Senate.